



State of Wisconsin

HIGHWAY SAFETY PERFORMANCE PLAN

2004



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Governor of Wisconsin

Wisconsin Department of Transportation
Frank J. Busalacchi, Secretary
Governor's Highway Safety Representative



August 31, 2003

Wisconsin 2002

Highway Safety One...

Person killed
every 10.9 hours



Person injured
every 9.1 minutes

Speed-related injury/death
every 45 minutes



Alcohol-related fatality/injury
every 76.6 minutes

Driver age 19 & under in a crash
every 16.8 minutes

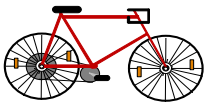
Pedestrian injured or killed
every 5.8 hours



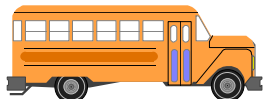
Motorcyclist injured or killed
every 4.1 hours



Bicyclist injured or killed every 7.8 hours

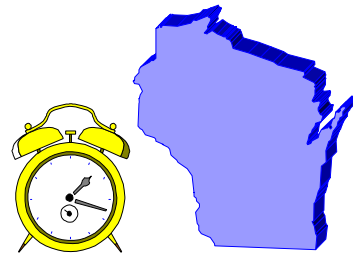


School bus occupant injured or killed
every 25.4 hours



Crime One...

Murder
every 2.35 days



Forcible rape
every 7.20 hours



Robbery
every 1.86 hours

Aggravated assault
every 1.44 hours



Burglary
every 19.14 minutes

Theft
every 4.32 minutes

Motor vehicle theft
every 39.2 minutes

Arson
every 9.79 hours



*All figures are from 2002

8/03

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WISCONSIN -- FFY 2004 PROGRAM EXECUTIVE SUMMARY – 402 FUNDS				
Code	Program Area	FY 04 Est. Budget	Year 2009 Goals	Activities & Strategies
PA	Planning & Administration	\$ 235,000	Efficiency & Effective use of funds	Planning, Coordination
OP	Occupant Protection	\$ 1,050,000	77% belt use, 2200 children ages 1-9 K&I	Education, Enforcement, Empowerment, Evaluation
AL	Alcohol Countermeasures	\$ 737,000	8,000 AOD crashes, 845 K&A 1,052 Youth ages 15-24 K&A	Enforcement, Education
PT	Police Traffic Services	\$ 545,000	1,662 K&A in speed & 2,514 K&A in aggression crashes	Enforcement, Education
TR	Traffic Records	\$ 285,000	Coordinated, automated system	Education, Evaluation
EM	Emergency Medical Response	\$ 115,000	Coordinated improved response	Education, Empowerment, Evaluation
MC	Motorcycle Safety	\$ 80,000	1,800 MC crashes & 560 K&A	Education, Evaluation
PS	Pedestrian/Bicycle Safety	\$ 244,200	264 ped K&A 50 bike K&A	Education, Enforcement, Empowerment, Evaluation
CP	Community Programs	\$1,018,000	Safe Communities covering 40% of population and 33% of KA	Education, Empowerment
402 TOTAL		\$4,309,200		
OTHER FUNDS				
157-Incent.	Safety Belt Incentive Program	\$ 34,000	2 or more Surveys	Evaluation
157 Incent.	Youth Traffic Safety	\$ 668,700	Education, Community Programs	Education, Empowerment
410-J8	Alcohol Traffic Safety	\$ 868,700	845 K&A	Education, Training, Empowerment
410-J8	Youth Alcohol Traffic Safety	\$ 153,300	1,052 Youth K&A	Education, Empowerment
411-J9	Traffic Records Improvements	\$ 220,000	Flexible, extensible, Coordinated system	Evaluation, Empowerment
2003(b)	Child Passenger Safety	\$ 230,000	Trained CPS Experts	Education
157-Innov	Safety Belt Enforcement	\$ 200,000	77% belt use	Enforcement, Education
164-AL	Alcohol Transfer	\$ 415,000	845 K&A 1,052 Youth K&A	Empowerment
MCSAP	Motor Carrier Safety	\$3,400,000	Targeted Enforcement	Education, Enforcement, Evaluation
USDOJ	OJJDP Youth Program	\$ 509,660	1,052 Youth K&A	Empowerment, Enforcement
State 461	Planning & Admin	\$ 331,000	Efficiency, Effectiveness	Planning, Coordination
State 461	Safety Policy Analysis	\$ 221,000	Public Policy	Evaluation
State 461	Motorcycle Rider Education	\$ 654,000	Train 5,000	Administration, Education
State 461	Pedestrian/Bicycle Safety	\$ 92,500	264 ped K&A 50 bike K&A	Administration, Education
State 568	Pre-Trial Intervention	\$ 779,400	845 K&A	Empowerment
State 531	Safe Ride Home	\$ 140, 143	845 K&A	Empowerment

STATE OF WISCONSIN FFY 2004 HIGHWAY SAFETY PERFORMANCE PLAN

I. INTRODUCTION

This Highway Safety Performance Plan is the state of Wisconsin's action plan for distribution of federal highway safety funds into priority behavioral safety programs during federal fiscal year 2004. It is a performance plan that sets measurable goals for each program and objectives for each activity, and it specifies how progress toward these goals will be measured. The Plan addresses the behavioral aspects of highway safety; that is, activities that affect the knowledge, attitudes and behaviors of highway users and safety professionals. Several studies have identified the road user as a sole or major contributing factor in between 84 and 94% of all crashes. This plan does not address vehicle or roadway factors that contribute to crashes.

This Year 2004 Highway Safety Plan incorporates the state of Wisconsin's Sec. 402 State and Community Highway Safety Grant Program, the Sec. 410 Alcohol Traffic Safety Plan, the Motor Carrier Safety Assistance Plan (MCSAP), remaining Sec. 164 Alcohol Impaired Driver Transfer projects, Sec. 157 Occupant Protection Incentive projects, Sec. 157 Occupant Protection Innovative Demonstration projects, Sec. 4003(b) Child Passenger Safety Incentive projects and Sec. 411 Traffic Records Improvement Incentive projects, and it meets the criteria established in 23 US Code Section 401 et seq. and the federal and state regulations governing the distribution of these funds. The plan also incorporates the US Department of Justice Underage Alcohol Enforcement Grant program, the Motor Carrier Safety Assistance Program administered by the Wisconsin State Patrol, and the state-funded Motorcycle Rider Education, Pedestrian-Bicycle Safety, and Pre-trial Intensive Supervision programs.

State Highway Safety Office: The Highway Safety Performance Plan is administered by a unit within the Wisconsin Department of Transportation (WisDOT)'s Division of Transportation Investment Management (DTIM). The WisDOT Bureau of Transportation Safety (BOTS) researches and writes this Plan, administers the State and Community Highway Safety Grant Program, the Alcohol Incentive Grant Program, USDOT safety demonstration grants, USDOT safety set-aside fund programs, the USDOJ Office of Juvenile Justice Underage Alcohol Enforcement program, and state-funded programs including the Wisconsin Motorcycle Rider Education Program and the Wisconsin Pedestrian and Bicycle Safety Program. BOTS also staffs the Governor's Council on Highway Safety, coordinates the WisDOT Traffic Safety Council, the State Traffic Records Coordinating Committee and the Public Safety Location Work Group, and participates as a partner in transportation planning, trauma system and injury control activities, youth activities, alcohol and other

drugs activities and law enforcement training activities. The MCSAP program is administered by the Wisconsin State Patrol.

WisDOT: The Wisconsin Department of Transportation (WisDOT) is an umbrella agency containing Wisconsin's State Highway Safety Office and the Wisconsin State Patrol, the Division of Motor Vehicles and other units that plan, construct and maintain state highways and other transportation modes, develop and maintain information systems and perform other transportation-related functions.

WisDOT Strategic Highway Safety Plan: In 1999, the Wisconsin Department of Transportation established its mission, vision, and values and identified transportation safety as a priority area for the agency. In 2000, 160 WisDOT employees and transportation safety partners, including representatives from AAA, the UW, NHTSA, FHWA, AARP, the courts, the media and the legislature, selected specific actions and developed action plans to increase traffic safety during 2001-2003.

WisDOT's 2001-2003 Strategic Highway Safety Plan was based on the American Association of State Highway and Transportation Officials' (AASHTO) Strategic Highway Safety Plan, which listed 22 recommended safety actions. The actions focused on drivers, vehicles, highways, emergency medical services, highway management, and "special users" – i.e., bicyclists and pedestrians. The Wisconsin Plan decreased the AASHTO list to seven action plans that participants felt were not only important, but could be influenced by actions taken by WisDOT. These items were:

1. *Institute Graduated Driver Licensing. Status = complete*
2. *Improve the design and operation of intersections. Status = WisDOT is an AASHTO Lead State.*
3. *Increase seat belt use. Status = continuing effort.*
4. *Increase driver safety awareness. Status = continuing effort.*
5. *Improve data and decision support systems. Status = continuing effort.*
6. *Keep vehicles on the roadway/minimize the consequences of leaving the roadway. Continuing*
7. *Reduce impaired driving. Status = continuing effort.*

The Department proposes to update its strategic safety plan during the final quarter of CY2003.

Other Plans and Scans: This plan incorporates information and direction from recently developed strategic plans and state program assessments.

The State's Traffic Records Coordinating Committee (TRCC) annually updates its Traffic Records Strategic Plan for the State of Wisconsin. The plan consists of a set of priority initiatives for improving traffic records, which are used to inform funding decisions in many state organizations. This plan is under review, and the TRCC is developing a set of objectives with associated activities for each of the Year 2004 initiatives, to be published in 2003.

In January 2001, the State Trauma System Plan was delivered to the Wisconsin Legislature for further action. This plan was one of the recommendations in the 1990 NHTSA EMS Assessment. The *State of Wisconsin Public Health Plan for the Year 2010* was published in 2003. Transportation-related injuries were recognized as a key public health issue.

In 2001, the State underwent a Motorcycle Safety Program Assessment and an EMS Program Re-Assessment. In March 2003, the state underwent an Alcohol Program Re-Assessment. Recommendations and other portions of these documents are included in the relevant program plans in this document.

BEHAVIORAL SAFETY MISSION and GOALS

MISSION

The Bureau of Transportation Safety coordinates a statewide behavioral highway safety program, making effective use of federal and state Highway Safety funds and other resources to save lives and reduce injuries on Wisconsin roads, and provides leadership, innovation and program support in partnership with traffic safety activists, professionals and organizations.

STATE GOALS

PRIMARY BEHAVIORAL SAFETY GOAL

To reduce the number of deaths and serious injuries that result from traffic crashes on Wisconsin roadways.

OTHER FEDERAL/ STATE GOALS

Wisconsin's Goals contribute to the achievement of national and state goals:

USDOT: To decrease the fatality rate to 1.0/ HMVMT by 2008.

FMCSA: To decrease large truck fatalities by 50% by 2008

US Public Health Plan for 2010: To reduce deaths caused by motor vehicle crashes to 9.0 deaths per 100,000 population and 1 death per 100 million vehicle miles traveled and to reduce nonfatal injuries caused by motor vehicle crashes to 1,000 per 100,000 population by 2010.

Wisconsin's Statewide Highway Safety Goals are general targets. They are not direct measures of the behavioral Highway Safety Program's performance in a given year, and the behavioral Highway Safety Program is not the only factor that influences them. The most significant external factors influencing these measures are the economy, demographics (particularly the proportion of the population between the ages of 15-44 and over 65), the number of licensed drivers, the number of miles driven, the types of driving exposure, the weather and lifestyle factors, such as patterns of alcohol consumption. Multi-year trend information is thus provided for each program.

PERFORMANCE MEASURES

In the past, Wisconsin's Performance Measures were derived from a combination of straight-line projections and other factors unique to each problem area, using Wisconsin Department of Transportation 1989-2002 Crash, Driver, Roadway and Vehicle Files, population data obtained from the Wisconsin Department of Administration Demographic Services Center and U.S. Census Bureau, and the results of observational and opinion surveys. Because the long-term downward trend in deaths reversed in the last few years, straight-line projections are no longer as useful. For the following measures, only the past 10 years of data were used, and the target numbers of deaths and injuries were derived from the proposed goals.

Table 00-01
Primary Performance Measures

A: Crash Avoidance Measures

Table A1 State Traffic Death Rate
(Deaths per 100 million vehicle miles traveled (VMT) Preliminary 2002 VMT data)

Year	Rate	Deaths /	MVMT
1994 Baseline:	1.40	706 /	50,273
2002 Status	1.37	805 /	58,700
2004 Goal	1.29	800 /	62,081
2007 Goal	1.15	771 /	67,127
2009 Goal	1.00	742 /	74,254

Table A2 : State Population Traffic Death Rate
(Deaths per 100,000 population)

Year	Rate	Deaths /	State Population
1994 Baseline:	13.88	706 /	5,083,000
2002 Status	14.24	805 /	5,401,906
2004 Goal	14.68	800 /	5,448,460
2007 Goal	13.73	771 /	5,615,964
2009 Goal	12.70	742 /	5,841,614

Table A3 : State Population Traffic Death/Injury Rate
(Deaths (K) and Incapacitating (A) Injuries per 100,000 population)

Year	Rate	K&A Inj	State Population
1994 Baseline:	183.4	9,320 /	5,083,000
2002 Status	123.7	6,685 /	5,401,906
2004 Goal	119.3	6,500 /	5,448,460
2007 Goal	103.3	5,800 /	5,615,964
2009 Goal	85.6	5,000 /	5,841,614

B. Crashworthiness Measures

Table B1 : Proportion of Persons in WI Crashes Who are Killed or Incapacitated
(Total Killed (K) and Incapacitated (A) persons per total exposed in crashes)

Year	Rate	K&A Inj/	Persons Exposed
1994 Baseline:	2.59%	9,320 /	359,249
2002 Status	2.13%	6,685 /	312,421
2004 Goal	2.28%	6,500 /	284,353
2007 Goal	2.39%	5,800 /	242,769
2009 Goal	2.83%	5,000 /	176,465

Table B2: Proportion of WI Crashes in which the Worst Injury is a Death or Incapacitating Injury
(Total Fatal and Incapacitating (A) Injury crashes per all crashes)

Year	Rate	K&A Crashes	All Crashes
1994 Baseline:	4.82%	7,154 /	148,325
2002 Status	4.12%	5,318 /	129,072
2004 Goal	3.54%	4,764 /	134,711
2007 Goal	2.87%	3,959 /	137,802
2009 Goal	2.00%	2,897 /	145,055

PROGRAM GOALS

01-PA **PLANNING AND ADMINISTRATION**: To administer the State and Community Highway Safety Grant Program and other state- and federal-funded highway safety programs; to plan for coordinated highway safety activities so as to use strategic resources most effectively to decrease traffic crashes, deaths and injuries in Wisconsin.

02-OP **INJURY CONTROL - OCCUPANT PROTECTION**: (1) To increase statewide average safety belt use to 73% by 2004, to 75% by 2007 and to 77% by 2009 from 1994 Baseline of 62.9%. (2) To reduce child (ages 1-9) occupant injuries and deaths to 2,400 by 2004, to 2,300 by 2007 and to 2,200 by 2009 from 1994 Baseline of 2,709.

03-AL **ALCOHOL and OTHER DRUGS (AOD) COUNTERMEASURES**: To decrease the number of alcohol- and drug-related motor vehicle crashes to 8,400 by 2004, 8,200 by 2007 and 8,000 by 2009, and to decrease the resulting deaths and incapacitating (A) injuries to 1,219 by 2004, to 1,023 by 2007 and to 845 by 2009 from 1994 Baseline of 10,297 crashes and 1,987 deaths and incapacitating injuries

03-AL **YOUTHFUL DRIVERS, ALCOHOL and OTHER DRUGS**: To decrease the number of 15 to 24-year-old drivers and passengers killed (K) or seriously (A) injured in all traffic crashes to 2,057 by 2004, to 1,780 by 2007, and to 1,502 by 2009 from 1994 Baseline of 2,448 15 to 24-year-olds killed or seriously injured

04-PT **POLICE TRAFFIC SERVICES**: To decrease the number of speed-related crashes to 19,192 by the end of 2004, to 17,273 by the end of CY2007 and to 15,546 by the end of CY2009; and to decrease the number of people killed or incapacitated in these crashes to 1,662 by the end of CY 2004, to 1,604 by the end of CY2007, and to 1,525 by the end of CY2009

05-TR **TRAFFIC RECORDS**: To coordinate and encourage improvements in the development and use of a complete and comprehensive state highway safety information system, and to support the planning, operational management or control and evaluation of Wisconsin's highway safety activities using the highest quality data from 1994 Baseline of WI Crash Data among the best in the nation but is not automated.

06-EM **INJURY CONTROL -- EMERGENCY MEDICAL RESPONSE**: To improve traffic crash survivability and injury outcome by improving the availability, timeliness and quality of EMS response and by improving State and community coordination of EMS, public safety and mass casualty response.

07-MC **MOTORCYCLE SAFETY**: To stop the upward trend of motorcycle riders killed and seriously injured in reportable crashes at 2,010 crashes and 661 killed or seriously injured riders by the end of 2004, and reduce it to 1,950 crashes and 608 seriously killed or injured riders by the end of 2007 and 1,800 crashes and 560 killed or seriously injured riders by the end of 2009 from 1994 Baseline of 826 riders killed or seriously injured in 2,297 crashes.

09-PS **PEDESTRIAN, BICYCLE & PUPIL TRANSPORTATION SAFETY**: (1) To decrease pedestrian crashes to 1,440 and combined fatalities and serious (A) injuries to 300 by 2004; and decrease to 1,200 crashes and 300 K-A injuries by 2007 and to 1,000 crashes and 264 K-A injuries by 2009 from 1994 Baseline of 2,059 crashes and 576 pedestrians killed or incapacitated. (2) To decrease bicyclist crashes to 800 and combined fatalities and serious (A) injuries to 100 by 2004; to 600 crashes and 75 K-A injuries by 2007 and to 400 crashes and 50 K-A injuries by 2009 from 1994 Baseline of 1,644 crashes and 285 bicycle riders killed or incapacitated.

10-CP **CORRIDOR and COMMUNITY TRAFFIC SAFETY and SAFETY OUTREACH** : (1) To promote increased multidisciplinary safety activities in 15 populous communities representing at least 40% of the state population and 33 percent of state traffic deaths and serious injuries from the Baseline of 13 communities representing 30% of the population and 27.4% of deaths and serious injuries.

(2) To inform the general public and safety advocates of changes in laws, new data, new studies, program opportunities, etc., and to reach high-risk audiences with informational and motivational safety messages from the Baseline of Traffic Safety Reporter mailed to 3,000; earned media and PSA's.

III. PLAN DEVELOPMENT PROCESS

This section briefly describes the processes used by the state of Wisconsin to 1) identify traffic safety problems, 2) establish Priority Program performance goals and objectives and 3) select strategies and activities that will achieve those goals. Critical participants in the planning process are: BOTS Staff, their advisory groups, Program Assessment Teams, and the WisDOT Transportation Safety Council.

1. Traffic Safety Problem Identification

State and National Priorities: The first step in the traffic safety planning process was the examination of priority areas identified by state and national health and safety organizations, from federal and state strategic and related operational plans, and strategic plans and guidelines from a variety of national organizations, the NHTSA and FHWA *Strategic Plans*, the *WisDOT Strategic Plan*, the *National Healthy People 2010* injury objectives and *Turning Point 2010, A Public Health Agenda for the State of Wisconsin*. Primary and secondary data were evaluated with the assistance of state and local, public and private sector transportation, enforcement and public health and safety professionals with expertise in each Priority Program Area.

Data/Trends/Normalization: Knowledge of risk factors in each of the identified priority areas was further refined by examination of Wisconsin crash, vehicle, driver, roadway and travel data, citation data, observational and opinion surveys, and Behavioral Risk Factor Surveys. Crash data from 1983-2001 were used to establish trends and projections. Linkages were made with other statewide databases such as hospital discharge summaries. These data were pooled to identify priority geographical areas and priority populations, and were normalized using population, VMT, roadway miles, driver and vehicle registrations and occupants exposed. Detailed information may be found in BOTS' annual publications (*Wisconsin Traffic Crash Facts*, *Wisconsin Alcohol Traffic Crash Facts* and *Wisconsin Motorcycle Crash Facts*), in special reports from the Bureau of Transportation Safety, and in the maps found in the next section of this plan.

Targets: High-risk target populations, high-risk behaviors and high-crash locations received priority in establishment of the Supporting Objectives, and in funding the planned activities. Although some programs will lend themselves to statewide or regional solutions, special emphasis has been placed on developing local solutions to local problems. Targets may include age, gender, location, ethnicity, and day, date or time of injury, among other factors.

2. Goals and Objectives

Annual and long-term Statewide Goals and Performance Measures were established using population, crash, citation and behavior trend data and assessment of current needs and resources. Goal development was also informed by examination of annual and long-term state and federal transportation safety and public health policies and goals. Proposed State and Program Goals were reviewed by the Traffic Safety Council, the WHSP, the BOTS Director and safety analysts during the Highway Safety Plan development process, for conformity with state and federal goals and objectives, and for consistency with program activity, history and long-range planning. Draft goals and objectives were distributed widely within the safety community.

Primary Indicators used to assess risk are the numbers of fatalities and serious (“A” or “Incapacitating”) injuries that result from traffic crashes. (n.b., Wisconsin and other states’ CODES data indicate that police-reported injury severity is incorrect in more than 30% of hospitalized cases, but we have not yet developed a way to correct for this limitation of our analyses.)

Program Goals are established for each Priority Program identified during the problem identification process. Program Goals must support the Statewide Goal of decreases in deaths and severe injuries. Program Goals are developed using trend analyses, resources available, and proven effectiveness of program strategies. Program Goals are established for the operational year and for 2-year increments projected by odd year out five years. For the 2003 HSP, the increments are 2003, 2005 and 2007; for 2004, they will be 2004, 2005, 2007, and 2009, for 2005, they will be 2005, 2007 and 2009, etc. This overlap of goals between annual plans will permit analysis of activity levels and selected strategies from year to year.

“Interim” Program Objectives with specified performance measures and baseline data, support the achievement of each Program Goal. Each Program Objective must be reasonably achievable, measurable and time-framed, and must support one or more Program Goal. Objectives are given for the operational year but may also be projected for additional years.

During the first quarter of each year, program staff reviews the prior year’s crash and survey data and safety project experience, and refine the program goals and objectives and performance measures as required by this review. Behavior change is a work in progress, so that these goals and objectives are likely to evolve over time as more complete and current data become available. Funding decisions for program and project activities are based upon the most recent revision of the goals and objectives and the latest information on problem severity and program effectiveness.

3. Strategy Selection, Activity and Project Development

Safety Strategies: Activities funded in the 2003 Highway Safety Plan are organized within Safety Strategies. The strategies listed below have been shown to be useful in effecting behavior change and in controlling injury either singly or in combination:

TABLE 00-02: BEHAVIORAL CHANGE STRATEGIES	
Education	Enforcement
Enactment	Emergency Response
Engineering/ Planning	Empowerment
Economic Incentives	Evaluation

Safety program staff continually research and select strategies and supporting activities most likely to produce the desired results. Innovative activity and project ideas are also solicited annually from safety professionals, communities, other state agencies and organizations, advocacy groups and citizens at large.

Activity Descriptions: Program staff develops activity proposals that are likely to support Program Objectives. When approved, selected activities are included in the HSP under the Objective and Strategy they support. These proposals include information in the following categories:

TABLE 00-03: ACTIVITY PROPOSAL CONTENTS
Problem Addressed
Project or Activity Objectives
Description of Funded Activities
Resources Required (grant funds and budget categories)
Self-Sufficiency Plan
Evaluation Plan

Objectives: Each Project or Activity Objective must be SMART (specific, measurable, reasonably achievable and time-framed) and must support one or more Program Objective. The program manager selects outcome, impact or process objectives as required by the nature of the activity and the data available for analysis. The manager also determines whether the objective will be short-term or long-term, and whether it will address certain at-risk groups, locations or behaviors. Program staff works with the Safety Analyst to describe how they will determine whether each Program and Activity Objective is met.

4. Project Selection Process

BOTS uses empirical evaluation findings to support programming decisions and funding requests. Funding for each type of project with multiple recipients is distributed following a written set of guidelines for determining eligibility and preference. The locations or risk groups that demonstrate the most significant problems and likelihood of positive response to the proposed project are given priority for funding. For activities repeated in multiple locations, a process based on disproportion in numbers/rates of certain crash types, possible contributing causes of crashes, driver or passenger characteristics, safety equipment use and other characteristics identifies high-risk locations for each type of crash.

5. Review and Approvals

As a group the BOTS program staff review all Programs and Activity Proposals, and make initial priority and funding recommendations. The proposed Highway Safety Plan is presented to the Director of the Bureau of Transportation Safety, the WisDOT Traffic Safety Council, the Governor's Highway Safety Council and the Secretary of Transportation for final approval.

5. Evaluation

Evaluation is a critical component in the development and implementation of traffic safety programs. The description of each Activity funded in the HSP contains information about the type(s) of evaluations that will be performed. Evaluation guidance is also provided for each funded project. However, baseline data are not yet available for many behavioral interventions; some initial steps are underway to develop survey and social marketing baseline data.

Events and Activities 2003-2004

MONTH	THEME	MEDIA/PUBLICATIONS/ ACTIVITIES	APPLICATIONS/EVALUATION
October	National Drive Safely to Work Week Walk to School Week	<i>Pedestrian Safety/Safe Communities Media Release</i> <u>2003 Traffic Crash Facts Book</u> Put the Brakes on Fatalities Day Governor's Council on Highway Safety	Federal Fiscal Year 2004 Activity Begins
November	MADD Red Ribbon Campaign	<i>Deer Crash Media Release</i> National ABC Belt Mobilization	Pre-wave OWI Phone Survey- KAB (phone)
December	Nat Drunk & Drugged Driving Month	<i>Impaired Driving Media Release</i> Dec 19-Jan 4: Alcohol Mobilization – <i>Over the Limit, Under Arrest</i> – Paid Media	
January		<i>2003 Fatality Media Release</i> <u>2002 Alcohol Crash Facts Book</u> <u>2003 Annual Report</u> Governor's Council on Highway Safety	Post-wave OWI Phone Survey – KAB (phone)
February	Nat. Child Passenger Safety Week	<i>Child Passenger Safety Media Release</i>	Due date: bike activity applications Due date: pedestrian activity applications
March			
April	Alcohol Awareness Month Teaching Safe Bicycling Classes	<i>Youth Crash Risk Media Release</i> Traffic and Impaired Driving Law Program Governor's Council on Highway Safety	
May	Nat. Bike Safety Month Nat. Motorcycle Safety Month Nat. EMS Week	<i>Motorcycle Safety Media Release</i> <i>May 24-June 6: Safety Belt Mobilization - Buckle Up or Pay the Price</i> –Paid Media	SB Survey – KAB (phone)
June		28 th Annual Governor's Conference on Highway Safety <u>Teen Risk Monograph</u>	SB Survey – KAB (phone) Begin outreach on RFPs

July		<p><i>2003 Traffic Enforcement/Speed Media Release</i> Governor's Council on Highway Safety</p> <p>July 4-Labor Day – Belts/Alcohol Mobilization <i>Buckle Up or Pay the Price/ Over the Limit/ Under Arrest</i> – Paid Media</p> <p><u>2003 Motorcycle Crash Facts Book</u></p>	<p>Due date: Safe Community applications Due date: Mobilization applications Due date: Combined Traffic Enforcement applications Due date: Youth Alcohol applications</p> <p>410 Alcohol Traffic Safety Plan</p>
August	Back to School	<p><i>Labor Day/Back to School Media Release</i></p> <p><u>Safety Belt Use Survey Monograph</u></p>	<p>SB Use Survey – (Observation)</p> <p>2005 Highway Safety Performance Plan</p>
September	Stop on Red Week	WTSOA/WHSCA/WAWHSL Conference	

IV. OVERVIEW of HIGHWAY SAFETY in WISCONSIN

A Snapshot of the State

Population: The state of Wisconsin is geographically located in the Upper Midwest and is bordered by the states of Minnesota, Iowa, Illinois and Michigan, and by Lakes Michigan and Superior. Wisconsin encompasses 35.8 million acres of rolling hills and plains and more than 1.1 million acres of water, which brings tourists in all seasons. In the 2000 Census, Wisconsin had a population of more than 5 million unevenly distributed over 72 counties and 580 municipalities. The average state population density is less than 90 per square mile. About 65% of the population is urban and most of the urban areas are in the southeastern quadrant of the state. The state has a long, strong tradition of local control; politically, it is organized into townships, municipalities, and counties with overlapping jurisdictions.

Minorities: In the 2000 census, Wisconsin's population was 89 percent white, 6 percent black, and 3 percent Hispanic, and the 2000 Census documents a large percentage increase in minority populations over the last decade. Wisconsin's minority populations include Native Americans on tribal land and elsewhere, primarily in the northern half of the state, African-Americans concentrated in the larger metropolitan areas, Latinos concentrated in Milwaukee, and also dispersed, and a large population of Hmong and other Cambodians in many mid-tier cities.

Age Distribution: According to the United States Census Bureau, 26 percent of the population is under 18 years of age, 61% is between the ages of 18 and 65, and 13% is over the age of 65. The table below shows the great disproportion of injuries and deaths of young and elderly occupants.

TABLE 00-04 WI Vehicle Occupants Killed/ Injured by Age in 2002 (Drivers and Passengers in Passenger Cars and Light Trucks)									
Cohort	Age	WI Pop 2000	% Pop	Killed	%Tot	Injured	%Tot	A Injuries	%Tot
Unknown	**	**		1	0.2%	374	0.7%	26	0.6%
Pre-School	1to4	342,340	6.4%	10	1.6%	873	1.7%	36	0.8%
School-age	5to9	379,474	7.1%	4	0.6%	1,123	2.2%	60	1.3%
"	10to14	403,195	7.5%	8	1.2%	1,604	3.1%	113	2.4%
Youth	15to19	407,292	7.6%	108	16.8%	10,054	19.4%	934	20.0%
"	20to24	357,292	6.7%	104	16.2%	7,618	14.7%	709	15.2%
Young Adult	25to34	706,168	13.2%	89	13.9%	8,610	16.6%	756	16.2%
	35to44	875,522	16.3%	88	13.7%	7,885	15.3%	731	15.7%
Middle Age	45to64	1,190,047	22.2%	124	19.3%	9,514	18.4%	847	18.2%
Young Elderly	65to84	606,928	11.3%	86	13.4%	3,686	7.1%	402	8.6%
Elderly	85+	95,625	1.8%	20	3.1%	357	0.7%	46	1.0%
Total		5,363,675		642		51,698		4,660	

** Numbers killed and injured include children under 1 and those for whom ages are unknown

Source: US Census Bureau and 2002 WI Crash Database

Roadway System and Travel: As a result of its farms and industrial economy, Wisconsin has high quality farm-to-market roads as well as an excellent system of freeways and primary roads. There are 110,290 miles of roads. 11,727 miles (including 640 miles of interstate freeway)

comprise the state trunk highway system and 18,582 are county trunk highways. See Map 00-02. The largest proportion of road mileage is the 79,881 miles of local streets and roads.

In 2001, state residents included 3,835,549 licensed drivers who operated 4,946,305 registered vehicles. Wisconsin is a major tourist state, with seasonal influxes of visitors traveling to summer vacation spots, fall hunting camps, and winter sports activities. A preliminary estimate as of February 26, 2002 indicates that Wisconsin residents and visitors traveled 57.4 billion vehicle miles on Wisconsin roadways in 2001. See Figure 00-05 and Table 00-06 for trend information.

Climate: Wisconsin has an average temperature of 43 degrees Fahrenheit and can vary more than 120 degrees between winter low and summer high temperatures. The state's average snowfall is 45 inches and the average annual rainfall is about 30 inches. Temperature extremes and rough weather challenge both the driving public and safety professionals. A strong correlation has been noted between crash experience and severity of winter weather.

Economy: Wisconsin has a varied and generally healthy economy. Much of the state is rural and agricultural, ranking among the top agricultural states in the nation. Wisconsin industry varies from farming, dairy and lumbering, to tourism, manufacturing and genetic engineering. Much of Wisconsin's manufacturing, especially of machinery, is located in the southeastern quadrant, but significant manufacturing of food products and paper products is more widely distributed throughout the state.

Media: Wisconsin print and electronic media outlets include 41 commercial and educational television stations, 184 commercial radio stations, 37 daily newspapers and about 150 newspapers published less frequently. The state is divided into seven Areas of Dominant Influence (ADI): Duluth, MN (ADI-1), Wausau (ADI-2), Green Bay (ADI-3), Minneapolis, MN (ADI-4), La Crosse (ADI-5), Madison (ADI-6), and Milwaukee (ADI-7). Other major areas in Wisconsin are linked with neighboring states: southwestern Wisconsin is in the Dubuque, IA ADI and southern Wisconsin overlaps with Rockford, IL stations. See Map 02-13.

Crashes, Injuries and Deaths

Wisconsin falls into the middle tier of states in population and in crash experience. While our population, licensed drivers and registered vehicles are growing steadily; travel is increasing at a much greater rate.

Figure 00-05

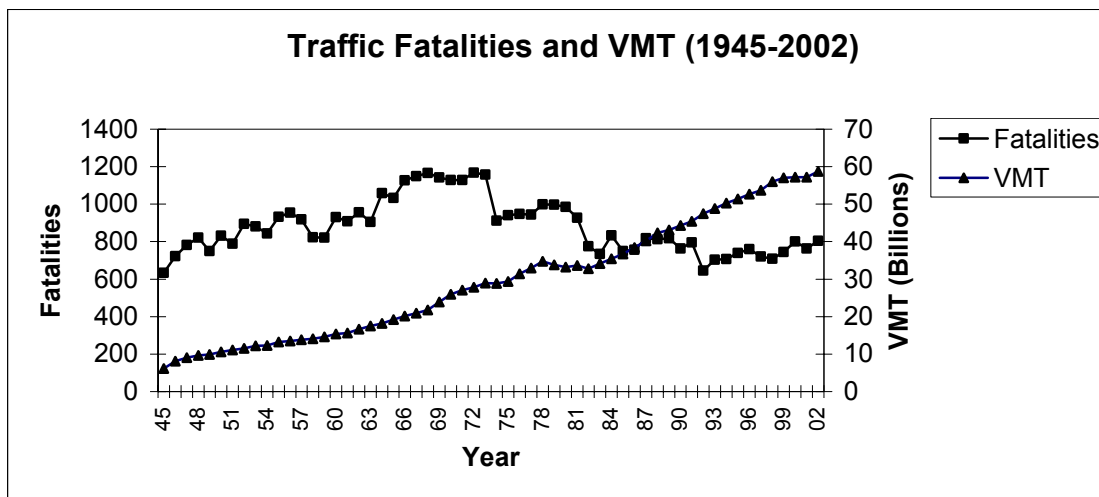


Figure 00-05 shows the trends for Wisconsin traffic deaths and total travel for the years 1945 through 2002. The annual death toll increased erratically during the 1950s and 1960s, peaking at 1,168 fatalities in 1972. This was followed by a sharp, sudden decline in 1974, a year with the national 55 mph maximum speed limit, an oil embargo, engineering improvements and the beginning of a recession. A sharp decline in traffic deaths occurred in 1982, the first year of Wisconsin's tougher drunk driving law and another recession. Another sharp decline occurred in 1992 with the passage of laws that created new penalties and treatment opportunities for OWI repeat offenders.

Table 00-06 - Annual Exposure Data: 1994 - 2002

Category	1994	1995	1996	1997	1998	1999	2000	2001	2002
Population (1,000s)	5,083	5,124	5,147	5,170	5,234	5,259	5,364	5,401	5,406
Registered Vehicles	4,172	4,269	4,241	4,504	4,449	4,684	4,798	4,946	5,038,541
Licensed Drivers	3,554	3,602	3,824	3,673	3,703	3,722	3,668	3,835	3,942,061
Est. VMT (Million)	50,273	51,395	52,639	53,729	56,048	56,960	57,245	57,400	58,700
Occupants Exposed	359,249	369,776	347,426	328,246	318,731	327,417	313,885	309,681	312,421

Source: Wisconsin Crash Facts, Pages 2 and 5, DOA Demographic Services Center, and WisDOT Transportation Forecast and Analysis Section VMT.

Concurrently with steady increases in population and travel, we observe steady decreases in total crashes and injuries, but fatalities show a fluctuating pattern. This pattern varies by county.

Table 00-07- Annual Crash, Injury and Fatality Data: 1994-2002									
Categories	1994	1995	1996	1997	1998	1999	2000	2001	2002
Total Crashes	148,325	148,864	136,698	129,954	125,817	130,950	139,510	125,403	129,072
Fatal Crashes	616	656	656	631	628	674	718	684	723
Fatalities	706	739	759	721	709	744	801	764	805
Injury Crashes	43,775	43,845	43,773	41,962	41,585	41,345	43,145	39,358	39,634
Injuries	66,403	66,232	63,048	63,166	62,223	61,577	63,890	58,279	57,776
"A" Injury Crashes	6,538	5,895	5,575	5,177	5,090	5,033	4,921	24	4,595
"A" Injuries	8,614	7,750	7,455	6,932	6,632	6,613	6,441	5,816	5,880
Total K + A Injuries	9,320	8,489	8,214	7,653	7,341	7,357	7,242	6,588	6,685

Source: Wisconsin Crash Database

The decreasing number of crashes and injuries result in decreased economic loss to the state, even when adjusted for inflation.

Table 00-08 - Estimated Economic Loss: 1994-1996; 1999-2002 (in Millions)								
Category	1994	1995	1996	1998	1999	2000	2001	2001
Deaths (K)	\$651.920M	\$697.542M	\$632.626M	\$712.947M	\$747.348M	\$795.633M	\$785.392M	\$850.885 M
A Injuries	\$433.284M	\$365.800M	\$329.11M	\$291.144M	\$298.246M	\$302.082M	\$273.145M	\$283.145M
Total K&A	\$1,085.204M	\$1,063.342M	\$962.137M	\$1,003.335M	\$1,045.594M	\$1,097.716M	\$1,058.537M	\$1,142.483 M
All Crashes	\$2,643.684M	\$2,709.588M	\$2,487.843M	\$2,420.343M	\$2,506.515M	\$2,659.400M	\$2,236.622M	\$2,618.286M

Source: Wisconsin Crash Facts, Page 29, using National Safety Council Estimates, Adjusted for Inflation

Wisconsin uses the following definitions and the dollar costs for (K) and (A) 1999.

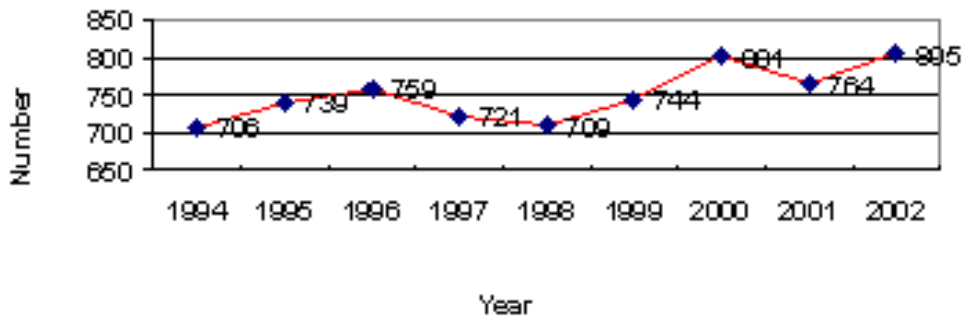
(K) = A Fatal Injury - An injury received in a traffic crash that results in death within thirty days of the crash. (\$1,004,500.)

(A) = Incapacitating Injury - An injury, other than fatal, that prevents walking, driving, or performing other activities that were performed before the crash. (\$45,100.) "All Crashes" includes Fatal, All Injury Levels and Property Damage Crashes.

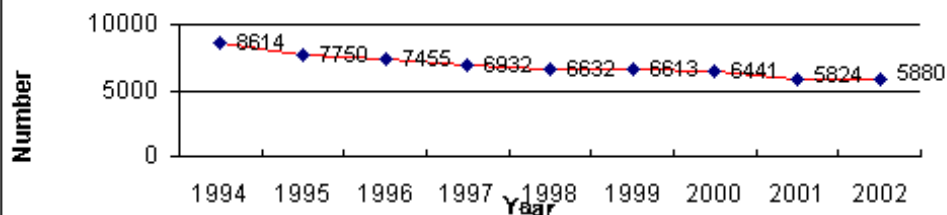
For each crash, the reporting officer indicates whether certain vehicle, roadway or driver factors have contributed to crash causation. Wisconsin uses these "PCC's" or Possible Contributing Circumstances to develop summary data describing crash types.

Graphs 00-09 through 00-14 demonstrate the changes in death and injury rates since 1994. They are included to show the difference in trend lines when using counts or and rates, using population vs. VMT, and when using deaths alone vs. using deaths combined with serious injuries. Table 00-15, on pages 17-18, is organized into crash types by PCCs, vehicle type and roadway type.

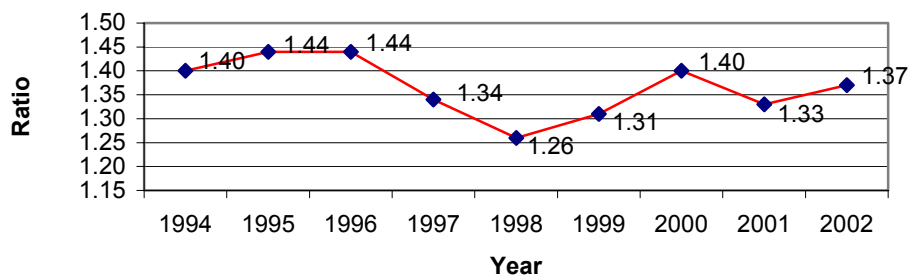
**Graph 00-09 Wisconsin
Fatalities 1994-2002**



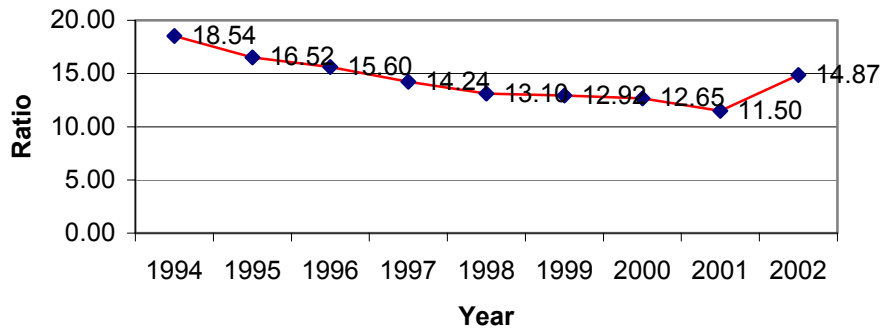
**Graph 00-10 Wisconsin Crashes -
Incapacitating Injuries 1994-2002**



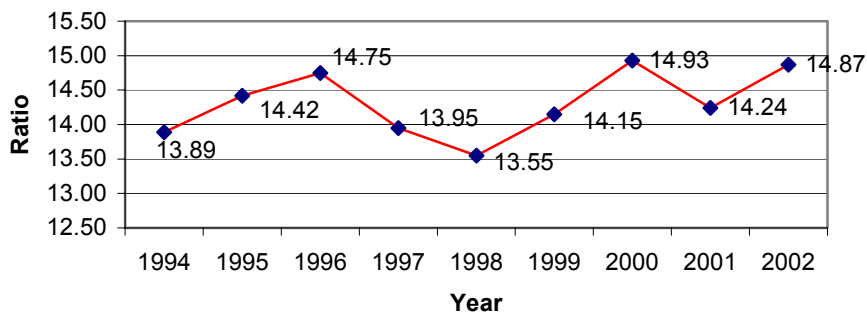
**Graph 00-11 Wisconsin
Fatalities/ 100 Million VMT
1994-2002**



**Graph 00-12 Wisconsin
Fatalities & Incapacitating Injuries/ 100 Million VMT
1994-2002**



**Graph 00-13 Wisconsin
Fatalities per 100,000 Population 1994-2002**



**Graph 00-14 Wisconsin
Persons Killed or Incapacitated
per 100,000 Population 1994-2002**

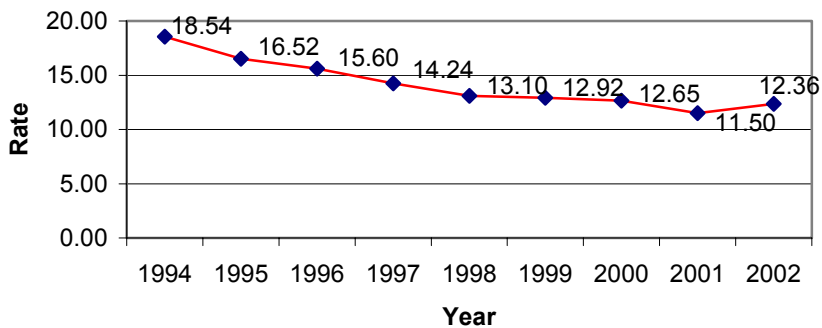


Table 00-15 -- 1994-2002 CRASH DATA by CRASH TYPE										
FINAL Year-End 2002 Crash Data								April, 2003		
	1994	1995	1996	1998	1999	2000	2001	2002	94-96 Avg	00-02 Avg
Fatal Crashes	616	656	656	628	674	718	684	723	643	708
Injury Crashes	43,775	43,845	43,773	41,594	41,345	43,145	39,359	39,634	43,798	40,712
Property Damage Crashes	103,934	104,363	92,269	83,609	88,931	95,647	85,360	88,715	100,189	89,908
Total Crashes	148,325	148,864	136,698	125,831	130,950	139,510	125,403	129,072	144,629	131,328
Fatality Rate	1.40	1.44	1.44	1.26	1.31	1.40*	1.33	1.37	1.43	1.37
A-Injury Crashes	6,538	5,895	5,575	5,090	5,033	4,921	4,456	4,595	6,003	4,657
Total Persons Killed	706	739	759	709	744	801	764	805	735	790
Total Persons Injured	66,403	66,232	66,048	62,236	61,577	63,890	58,279	57,776	66,228	59,982
Total Serious (A) Injuries**	8,614	7,750	7,455	6,632	6,613	6,441	5,824	5,880	7,940	6,048
Alcohol-Related Crashes	10,279	10,170	9,338	8,475	8,446	9,096	8,696	8,922	9,929	8,904
Alcohol-Related Fatalities	278	282	295	282	270	301	304	292	285	299
Alcohol-Related Injuries	8,039	7,890	7,496	6,850	6,563	6,836	6,586	6,570	7,808	6,664
Alcohol-Related A- Injuries**	1,853	1,692	1,560	1,383	1,331	1,356	1,319	1,371	1,702	1,349
Speed-Related Crashes	24,809	24,564	24,421	18,311	20,259	25,225	18,089	20,660	24,598	21,325
Speed-Related Fatalities	242	213	214	203	203	231	248	270	223	250
Speed-Related Injuries	14,450	14,197	14,442	11,439	12,196	13,457	10,981	11,461	14,363	11,966
Speed-Related A- Injuries**	2,231	1,979	1,943	1,571	1,678	1,596	1,452	1,499	2,051	1,516
Pedestrian Crashes	2,059	1,939	1,843	1,778	1,675	1,657	1,547	1,477	1,947	1,560
Pedestrians Killed	50	64	54	64	55	50	42	50	56	47
Pedestrians Injured	2,044	1,897	1,815	1,764	1,653	1,648	1,545	1,461	1,919	1,551
Pedestrian A-Injuries**	526	474	422	386	339	353	349	336	474	346
Bicycle Crashes	1,644	1,714	1,503	1,500	1,342	1,279	1,216	1,162	1,620	1,219
Bicyclists Killed	9	17	13	11	18	10	9	9	13	9
Bicyclists Injured	1,584	1,632	1,469	1,449	1,279	1,244	1,179	1,115	1,562	1,179
Bicyclist A-Injuries**	276	275	203	178	161	152	156	147	251	152
Motorcycle Crashes	2,297	2,057	1,823	1,989	2,012	2,078	2,285	2,184	2,059	2,182
Motorcyclists Killed	57	47	50	65	65	78	70	78	51	75
Motorcyclists Injured	2,208	1,963	1,834	1,925	1,965	2,014	2,166	2,049	2,002	2,076
Motorcyclist A-Injuries**	769	615	559	577	578	614	666	583	648	621

*2001 fatality rate is preliminary at this time Fatality Rate = Fatalities per 100 million vehicle miles of travel
because final VMT estimates for 2001 are not
available.

**A-injuries = Incapacitating injuries These injuries are a subset of total injuries.
For example, Pedestrian A-injuries are included in the category Pedestrian Injuries

	1994	1995	1996	1998	1999	2000	2001	2002	94-96 Avg	00-02 Avg
Train Crashes	165	122	130	88	97	102	103	78	139	94
Train Crash Fatalities	14	8	5	4	5	13	8	6	9	9
Train Crash Injuries	92	65	72	50	53	56	55	51	76	54
Train Crash A-Injuries**	33	18	15	15	16	18	13	13	22	15
Construction Zone Crashes	2,405	2,338	1,925	2,004	2,175	2,155	2,192	1,845	2,223	2,064
Construction Zone Fatalities	10	14	10	15	17	8	7	8	11	8
Construction Zone Injuries	1,265	1,188	1,138	1,143	1,200	1,242	1,181	933	1,197	1,119
Construction Zone A-Injuries**	140	108	118	114	112	103	90	88	122	94
School Bus Crashes	1,126	1,117	945	771	838	835	800	638	1,063	758
School Bus Occupant Fatalities	1	0	2	0	0	0	0	0	1	0
School Bus Occupant Injuries	628	423	454	264	358	315	369	194	502	293
School Bus Occupant A-Injuries**	19	7	7	6	2	4	4	4	11	4
Deer Crashes	24,573	23,922	19,932	19,595	21,289	20,468	19,914	20,470	22,809	20,284
Deer Crash Fatalities	4	9	3	5	6	5	9	6	5	7
Deer Crash Injuries	794	822	805	783	841	806	801	710	807	772
Deer Crash A-injuries**	92	84	76	96	87	97	103	66	84	89
Large Truck Crashes	9,935	9,878	9,483	8,841	9,146	9,657	8,508	8,165	9,765	8,777
Large Truck Crash Fatalities	116	114	115	116	95	112	112	127	115	117
Large Truck Crash Injuries	3,771	3,591	3,810	3,524	3,469	3,787	3,271	3,101	3,724	3,386
Large Truck Crash A-injuries**	630	530	542	489	500	485	426	418	567	443
Urban city street crashes	53,521	54,173	49,368	44,686	45,909	50,046	45,822	45,769	52,354	47,232
Rural city street crashes	5,179	5,011	4,342	4,365	4,685	4,849	4,343	4,367	4,844	4,520
Town road crashes	13,736	14,712	13,063	11,478	12,323	13,279	11,815	13,143	13,837	12,746
County highway crashes	17,180	17,828	16,024	14,736	15,533	15,879	14,719	15,575	17,011	15,391
Urban state hwy crashes	21,059	20,306	18,110	16,851	16,713	17,870	15,671	15,483	19,825	16,341
Rural state hwy crashes	29,544	29,370	27,829	25,840	27,201	27,678	24,911	26,317	28,914	26,302
Urban interstate crashes	3,996	3,377	3,468	3,587	4,353	4,849	4,067	4,382	3,614	4,433
Rural interstate crashes	4,110	4,087	4,493	4,363	4,288	4,233	3,995	4,036	4,230	4,364

**A-injuries = Incapacitating injuries These injuries are a subset of total injuries.
For example, Pedestrian A-injuries are included in the category Pedestrian Injuries

Data Source: WisDOT-Traffic Accident Database

This table provides state totals by crash type. Tables (00-16 and 00-17), on the next four pages, provide county-level data that is used for program targeting and grant distribution decisions.

Table 00-16 COUNTY DATA-- ALL WISCONSIN COUNTIES--2002

County	2002 Census Population	2002 Lic . Drv.	2002 Reg. Veh.	2001 Hwy Miles	2001 STH Miles	2002 Crashes	2002 Injuries	2002 Death	2002 "A" Injuries	2002 K&A Total	2002 Injury/ Death Ratio
ADAMS	20,327	14,421	23,485	1,430	92	689	270	11	45	56	24.5
ASHLAND	16,979	11,716	16,463	1,228	120	292	98	3	20	23	32.7
BARRON	45,633	33,761	48,525	1,965	142	983	605	10	74	84	60.5
BAYFIELD	15,263	11,510	17,578	2,153	155	328	100	5	25	30	20.0
BROWN	231,858	158,373	212,150	2,173	182	4,293	2,325	25	179	204	93.0
BUFFALO	13,955	10,826	16,697	1,040	149	295	105	3	27	30	35.0
BURNETT	16,051	12,500	18,560	1,570	106	301	193	7	47	54	27.6
CALUMET	42,497	30,641	39,048	810	101	660	269	3	38	41	89.7
CHIPPEWA	56,588	40,973	59,070	2,051	207	1,394	554	3	62	65	184.7
CLARK	33,860	22,450	33,961	2,174	156	877	246	4	42	74	62
COLUMBIA	53,472	39,523	55,785	1,712	279	1,740	595	17	68	85	35.0
CRAWFORD	17,406	11,783	17,136	1,068	180	372	202	4	7	11	50.5
DANE	438,881	308,529	391,322	3,751	398	10,244	4,615	57	332	389	81.0
DODGE	87,083	60,285	85,417	1,989	240	1,733	681	29	97	126	23.5
DOOR	28,641	22,717	34,706	1,251	102	858	273	6	39	45	45.5
DOUGLAS	43,677	31,373	43,584	2,101	161	943	401	6	38	44	66.8
DUNN	40,828	27,088	39,515	1,720	204	1,180	408	7	45	52	58.3
EAU CLAIRE	95,132	63,195	84,242	1,525	147	2,476	1,131	12	86	98	94.3
FLORENCE	5,187	3,853	6,196	518	67	209	43	0	13	13	0.0
FOND DU LAC	98,589	70,220	98,059	1,720	226	2,579	1,145	17	128	146	67.4
FOREST	10,113	6,723	10,733	1,095	156	312	80	4	15	19	20.0
GRANT	50,165	34,507	50,375	2,088	257	1,197	382	11	49	60	34.
GREEN	34,351	25,268	35,917	1,228	126	877	343	8	46	54	42.9
GREEN LAKE	19,282	14,418	21,509	698	70	697	184	2	25	27	92.0
IOWA	23,153	17,076	24,859	1,292	167	623	273	6	32	38	45.5
IRON	6,932	5,138	7,708	802	114	114	46	1	12	13	46.0
JACKSON	19,381	13,080	22,471	1,473	186	807	307	3	55	58	102.3
JEFFERSON	77,306	54,461	78,499	1,375	175	1,648	612	15	93	108	40.8
JUNEAU	25,052	18,042	27,650	1,495	192	774	331	4	52	56	82.8
KENOSHA	153,009	103,763	124,702	1,007	117	3,599	2,170	20	193	213	108.5
KEWAUNEE	20,487	15,228	22,297	793	61	280	167	5	29	34	33.4
LA CROSSE	108,433	72,390	95,499	1,121	157	2,411	966	10	85	95	96.9
LAFAYETTE	16,263	12,057	18,756	1,129	126	472	191	5	26	31	38.2
LANGLADE	21,017	15,473	22,719	1,178	144	375	195	6	33	39	32.5
LINCOLN	29,944	22,081	31,242	1,280	155	905	296	4	54	58	74.0
MANITOWOC	83,925	59,971	84,381	1,626	153	1,867	814	10	67	77	81.4
MARATHON	127,968	91,409	127,418	3,264	274	3,222	1,218	23	92	115	53.0
MARINETTE	43,804	32,338	48,880	2,310	153	1,022	484	16	95	111	30.3
MARQUETTE	14,771	11,574	18,251	855	87	514	150	5	22	27	30.0

Table 00-16 COUNTY DATA-- ALL WISCONSIN COUNTIES—2002

County	2000 Census Population	2000 Lic . Drv.	2000 Reg. Veh.	2002 Hwy Miles	2002 STH Miles	2002 Crashes	2002 Injuries	2002 Death	2002 "A" Injuries	2002 K&A Total	2002 Injury/ Death Ratio
MENOMINEE	4,595	2,181	808	586	41	510	29	5	4	9	5.8
MILWAUKEE	941,091	539,440	629,422	2,952	252	45	12,129	52	717	769	233.3
MONROE	41,865	28,010	41,642	1,617	238	23,466	504	13	79	92	38.8
OCONTO	36,811	27,551	40,632	1,951	142	1,303	367	14	67	81	26.2
ONEIDA	37,418	29,737	41,636	1,687	160	632	444	6	65	71	74.0
OUTAGAMIE	165,570	120,176	163,677	1,928	201	1,086	1,622	11	157	168	147.5
OZAUKEE	83,964	64,026	75,020	875	80	3,627	550	11	97	108	50.0
PEPIN	7,483	5,495	8,443	458	47	1,351	60	1	12	13	60.0
PIERCE	37,757	26,734	37,973	1,255	166	174	253	4	61	65	63.3
POLK	42,621	31,991	46,013	1,932	159	818	420	12	42	54	35.0
PORTAGE	68,227	45,860	62,692	1,842	155	719	666	11	212	132	60.5
PRICE	15,891	11,984	17,817	1,434	155	1,789	92	1	13	14	92.0
RACINE	190,446	127,763	157,378	1,235	159	233	2,263	22	155	177	102.9
RICHLAND	18,056	12,608	18,039	1,125	149	4,177	176	5	37	42	35.2
ROCK	154,001	107,727	144,905	1,981	254	587	1,883	31	200	231	60.7
RUSK	15,458	11,228	16,231	1,234	116	3,882	130	2	36	38	65.0
ST. CROIX	67,767	41,840	59,896	1,717	200	243	658	20	98	118	32.9
SAUK	56,663	12,184	17,847	1,777	221	1,924	874	16	113	129	54.6
SAWYER	16,584	28,890	41,431	1,692	161	2,110	153	7	22	29	21.9
SHAWANO	41,273	79,896	102,051	1,791	182	366	467	8	55	63	58.4
SHEBOYGAN	114,139	52,298	73,441	1,511	166	1,717	935	27	116	143	34.6
TAYLOR	19,718	14,372	22,550	1,444	111	2,548	223	6	37	43	37.2
TREMPEALEAU	27,393	20,054	30,827	1,328	177	703	205	9	51	60	22.8
VERNON	28,854	19,539	28,317	1,632	215	466	285	4	43	47	71.3
VILAS	21,457	18,060	26,191	1,705	133	794	262	6	23	29	43.7
WALWORTH	94,532	68,366	98,482	1,465	214	616	904	17	147	164	53.2
WASHBURN	16,438	13,068	18,536	1,395	137	1,983	184	4	25	29	46.0
WASHINGTON	120,429	90,212	112,699	1,403	189	379	1,059	11	147	158	96.3
WAUKESHA	368,077	280,952	346,843	2,751	230	2,337	3,180	25	273	298	127.2
WAUPACA	52,622	37,609	53,820	1,614	179	7,233	542	15	53	68	36.1
WAUSHARA	24,560	16,977	28,294	1,324	133	1,785	246	6	40	46	41.0
WINNEBAGO	159,161	109,349	143,016	1,447	175	677	1,781	14	155	169	127.2
WOOD	75,982	55,979	83,345	1,821	180	3,744	731	10	115	125	73.1
STATE TOTAL	5,453,896	3,762,890	2,789,914	111,949	11,761	128,219	57,776	805	5,880	6,685	4319
UNKNOWN	3,716										
Total	3,766,606										

SOURCE: DOT/DMV Bureau of Driver Services; DOT/TAS Crash Data;DOA Pop Data; DTIM/Traffic Forecasting.

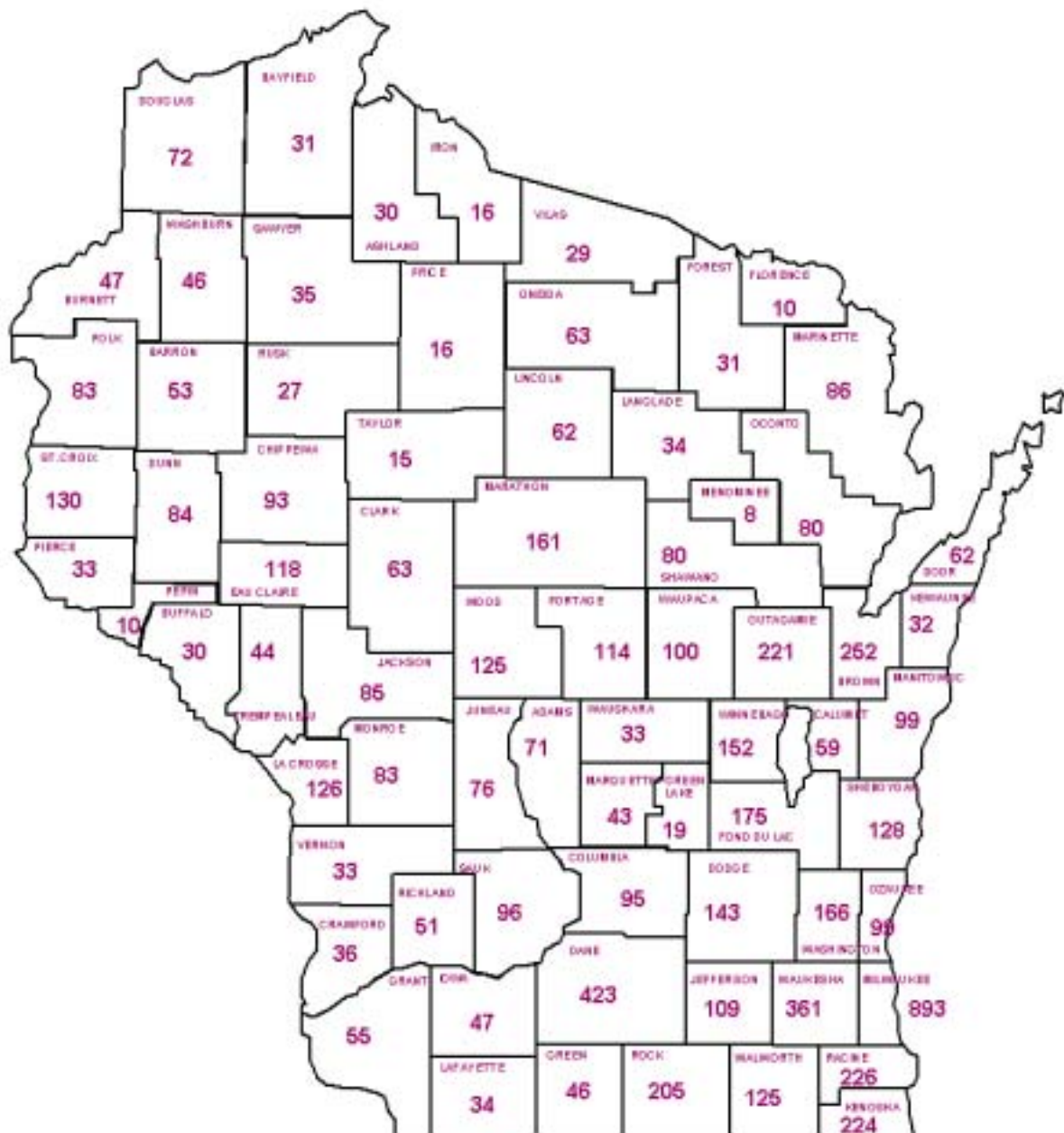
Table 00-17: COUNTY DATA—SPEED, ALCOHOL, SAFETY BELT USE--2002											
County	Media Market ADI	2002 Belt Use	2002 Crashes	All Speed Crashes	Speed Crash Deaths	Speed A Injuries	K&A Speed Crashes	All Alcohol Crashes	Alcohol Crash Deaths	Alcohol A Injuries	K&A Alcohol Crashes
ADAMS	2	66.8	689	127	3	17	20	66	5	9	14
ASHLAND	1	59.4	292	39	2	7	9	34	2	10	12
BARRON	4	70.3	983	213	1	16	17	80	2	10	12
BAYFIELD	1	53.4	328	88	2	11	13	35	2	2	4
BROWN	3	62.8	4,293	654	7	54	61	369	7	52	59
BUFFALO	5	59.7	295	54	0	6	6	31	2	6	8
BURNETT	4	70.3	308	99	2	19	21	49	3	14	17
CALUMET	3	62.8	660	76	1	5	6	44	1	11	12
CHIPPEWA	5	59.7	1,394	233	0	12	12	101	1	11	12
CLARK	2	66.8	910	146	2	16	18	61	3	14	17
COLUMBIA	6	71.5	1,740	288	6	17	23	126	3	18	21
CRAWFORD	5	59.7	372	69	1	1	2	35	1	1	2
DANE	6	71.5	10,244	1,597	27	89	116	772	20	72	92
DODGE	7	63.6	1,733	256	9	30	39	129	11	32	43
DOOR	3	62.8	858	97	2	11	13	49	3	8	11
DOUGLAS	1	59.4	943	145	3	2	5	103	1	11	12
DUNN	4	70.3	1,180	258	3	11	14	56	2	8	10
EAU CLAIRE	5	59.7	2,476	387	4	22	26	156	3	19	22
FLORENCE	3	62.8	209	32	0	7	7	9	0	2	2
FOND DU LAC	3	62.8	2,579	390	12	37	49	210	5	34	39
FOREST	2	66.8	312	48	0	5	5	37	2	6	8
GRANT	6	71.5	1,197	228	6	13	19	83	7	6	13
GREEN	6	71.5	877	186	4	9	13	69	5	4	9
GREEN LAKE	3	62.8	69	64	1	3	4	41	0	7	7
IOWA	6	71.5	623	117	1	5	6	56	1	11	12
IRON	1	59.4	114	16	1	1	2	8	0	0	0
JACKSON	5	59.7	807	129	2	14	16	61	0	20	20
JEFFERSON	7	63.6	1,648	233	2	15	17	133	4	21	25
JUNEAU	6	71.5	774	194	1	13	14	57	1	14	15
KENOSHA	7	63.6	3,599	539	8	47	55	310	11	43	54
KEWAUNEE	3	62.8	280	83	0	8	8	30	0	6	6
LA CROSSE	5	59.7	2,411	357	4	24	28	150	4	16	20
LAFAYETTE	6	71.5	472	76	3	16	19	35	1	10	11
LANGLADE	2	66.8	375	78	3	9	12	48	3	7	10
LINCOLN	2	66.8	905	145	2	14	16	56	2	13	15
MANITOWOC	3	62.8	1,867	203	2	12	14	134	3	17	20
MARATHON	2	66.8	3,222	569	8	19	27	215	7	25	32
MARINETTE	3	62.8	1,022	189	3	22	25	111	11	39	50
MARQUETTE	6	71.5	510	90	1	7	8	44	1	10	11
MENOMINEE	3	62.8	45	18	2	2	4	8	4	2	6
MILWAUKEE	7	63.6	23,466	3,357	15	145	160	991	22	121	143

COUNTY DATA-- SPEED, ALCOHOL, SAFETY BELT USE--2002											
County	Medi	2002	2002	All	Speed	Speed	K&A	All	Alcohol	Alcohol	K&A
	Mark	Belt		Speed	Crash	A	Speed	Alcohol	Crash	A	Alcohol
	ADI	Use	Crashes	Crashes	Deaths	Injuries	Crashes	Crashes	Deaths	Injuries	Crashes
MONROE	5	59.7	1,303	267	4	25	29	80	4	9	13
OCONTO	3	62.8	632	97	3	12	15	44	4	16	20
ONEIDA	2	66.8	1,086	243	3	25	28	94	1	22	23
OUTAGAMIE	3	62.8	3,627	475	3	32	35	227	6	34	40
OZAUKEE	7	63.6	1,351	215	4	28	32	82	5	20	25
PEPIN	4	70.3	174	22	0	0	0	10	1	1	2
PIERCE	4	70.3	818	148	0	18	18	80	3	16	19
POLK	4	70.3	719	160	4	14	18	80	2	12	14
PORTAGE	2	66.8	1,789	243	5	19	24	113	6	29	35
PRICE	2	66.8	233	51	1	2	3	32	1	5	6
RACINE	7	63.6	4,177	621	7	34	41	292	5	36	41
RICHLAND	6	71.5	587	62	0	8	8	32	0	6	6
ROCK	6	71.5	3,882	716	14	70	84	346	13	46	59
RUSK	5	59.7	243	81	1	18	17	29	2	7	9
ST. CROIX	4	70.3	1,924	261	8	21	29	125	5	31	36
SAUK	6	71.5	2,110	400	4	35	35	150	5	16	21
SAWYER	1	59.4	366	61	4	3	7	34	4	5	9
SHAWANO	3	62.8	1,717	248	2	21	23	143	2	21	23
SHEBOYGAN	7	63.6	2,548	314	4	22	26	158	2	29	31
TAYLOR	2	66.8	703	87	2	14	16	45	2	12	14
TREMPEALEAU	5	59.7	466	99	5	12	17	61	6	17	23
VERNON	5	59.7	794	114	2	20	22	58	2	14	16
VILAS	2	66.8	616	159	2	6	8	54	3	4	7
WALWORTH	7	63.6	1,983	346	19	43	53	187	10	40	50
WASHBURN	1	59.4	379	82	1	9	11	40	2	10	12
WASHINGTON	7	63.6	2,337	454	2	34	37	183	3	32	35
WAUKESHA	7	63.6	7,233	1,461	1	78	80	418	7	59	66
WAUPACA	3	59.7	1,785	185	8	7	15	121	9	11	20
WAUSHARA	3	59.7	677	154	0	15	15	45	1	14	15
WINNEBAGO	3	62.8	3,744	443	1	30	31	226	5	27	32
WOOD	2	66.8	1,367	224	6	35	41	117	5	28	33
			129,072	20,660	270	1,452	1,769	8,922	292	1,371	1,663
STATE TOTAL					244	1,700					

SOURCE: DOT/DMV Bureau of Driver Services; DOT/TAS Crash Data;DOA Pop Data; DTIM/Traffic Forecasting.

The following map provides a simplified view of some of these data.

2002



FFY2004

MAP 00-02
WISCONSIN STATE TRUNK HIGHWAYS



45 Percent of Crashes occur on the 11,727-mile State Trunk Network (including 640 miles of Interstate highways). 55 percent of crashes occur on the 98,563-mile network of local roads and streets.

SAFETY PROGRAM PLANS

INTRODUCTION

Organization of this Document: Wisconsin's Highway Safety Performance Plan is organized into 11 Priority Program Areas, reflecting both federal funding priorities and priorities assigned by analysis of Wisconsin traffic safety information. Each Program Plan contains five sections: 1. One or more program goals that support the statewide primary goal, and a set of one-year objectives; 2. Estimated funds allocated to the program; 3. Data describing the problem and justifying applying funds to it; 4. Description of effective strategies for addressing the problem; and 5. A set of projects or activities that support program objectives.

1. Program Goals and Objectives: Each program area has at least one measurable goal supported by multiple ("SMART," or **Specific-Measurable-Achievable-Realistic-Time-framed**) objectives.

Goals are general statements about the overall change desired in the problem based upon problems identified by the process above. Progress toward each goal is measured by process, impact and outcome objectives.

Objectives are specific statements of measurable, realistic and time-framed changes that will support the goals identified above.

Performance Measures are statements of the specific means by which the state will track its progress toward each objective and goal.

Baselines are the points from which progress is measured. When baseline data are not available, they will be gathered during the identified fiscal or calendar year.

Base Year Either CY 1994 or the three-year average of 1994-1996 is used as the baseline, as required by the nature of the data. 1994 is used as the first year for computations because Wisconsin adopted a new Police Crash Report beginning January 1, 1994. Data from this date forward are more complete and are comparable from year to year.

Status is given in terms of the most recent complete calendar year, fiscal year or survey result. The most recent calendar year crash data available is 2002 and the most recent completed fiscal year is 2002.

2. Estimated Funds Available: All funds from all sources are included in the program budget. Because the 2004 Reauthorization has not yet been passed, FFY2003 funding levels are used as the basis for 2004 programming. **NOTE: 402 funds are overestimated by up to 20%.** Overprogramming allows the state to take advantage of changes in circumstance that result in more benefit accruing from support of one planned activity than another.

Each program may include strategies and activities funded with 410, 411, 2003(b), 157, 164, USDOJ, and State funds, integrated with the 402-funded activities, all summarized at the beginning of each Program description. This Plan estimates activity level as if all funds were available as of October 1, although they will be distributed throughout the year.

A Detailed Budget for all funds may be found at the end of this Plan. A separate PI&E Plan appended to this HSP contains a detailed budget for PI&E, as well.

3. Problem Identification: For each program, problem identification documents the following:

- the magnitude and nature of the highway safety issue to be addressed, and
- the most significant at-risk groups, behaviors and locations.

This portion of the plan provides justification for the selection of funded activities and criteria for project selection.

4. Science-based Strategies for Addressing the Identified Problem: Behavior change requires multiple strategies over extended periods of time, cause and effect is difficult to ascertain, and the selection of target sites requires careful analysis of multiple factors, so the Plan documents the following:

- justification for selection of strategies to be funded using science-based proofs of effectiveness in addressing the at-risk issues and groups, and
- criteria for grant award distributing the program funds to locations and/or organizations most likely to assist in achieving program goals and objectives.

5. Selected Strategies and Activities: Each program plan concludes with a description of the funded activities, organized by those strategies known to be most effective in achieving program goals. Program objectives are listed in the same order as the strategies and activities that support them. Some activities will affect more than one program objective or more than one program area. Each Strategy contains one or more funded Activities. Activity descriptions contain the following items:

- Brief statement of problem addressed;
- One or more project objectives;
- Funding level and items funded;
- Plans for self-sufficiency, and
- Type of analyses to be performed to determine whether objectives are met.

State of Wisconsin

Planning & Administration

2004



04-01

PLANNING AND ADMINISTRATION

I. GOALS and OBJECTIVES

A. Goal

To administer the State and Community Highway Safety Grant Program and other state- and federal-funded highway safety programs; to plan for coordinated highway safety activities so as to use strategic resources most effectively to decrease traffic crashes, deaths and injuries in Wisconsin.

B. Objectives

Objective 1: To produce required plans and documentation.

Performance Measure: Timely delivery of annual programs, plans and evaluation reports.

Baseline: Annual Highway Safety Plan, Alcohol Traffic Safety Plan, and Evaluation Report delivered to NHTSA. Participated in development of WisDOT Strategic Highway Safety Plan and in the Wisconsin Public Health Plan for the Year 2010.

Status: FY 2003 HSP delivered at end of August; FY 2002 Annual Report delivered first week of January 2003. FY 2002 project evaluations completed first quarter of 2003. Since FY 2000, HSP has integrated federal funds and MCSAP plans, demonstration grants, USDOJ and state funded activities administered by the Bureau of Transportation Safety. Disparities in due dates of MCSAP and HSP have made integration of the two plans increasingly difficult.

Objective 2: To deliver programs that are effective in changing knowledge, attitude and behavior and in reducing crashes, injuries and deaths.

Performance Measure: Analyses of program effectiveness based on moving three-year average state motor vehicle crash, death and injury data; and trend data based upon annual and episodic observational and opinion surveys.

Baseline: 1994-1996 average for crashes was 144,629; for injuries was 66,228 and deaths was 735. (Note: reporting threshold increased from \$500 to \$1000 in 1996.) Statewide average safety belt use increased from 26% in 1987 to 61.7% in 1996. No information available for changes in KAB.

Status: For the past 4 years, crashes and injuries are trending downward but deaths are trending upwards. Belt use decreased over the past two years. Few analyses of program effectiveness were performed. Although project and program effectiveness was required by the 2002 HSP, most projects did not require data collection or evaluation.

Objective 3: To coordinate transportation safety, public safety and injury control programs for the Department of Transportation and for the state of Wisconsin.

Performance Measure: The number of transportation safety and injury control programs that are statewide in scope and multidisciplinary in nature, in which BOTS takes an active role.

Baseline: BOTS coordinates the WisDOT Traffic Safety Council, the state Safety Management System (now WHSP), and the state Safe Communities program.

Status: In CY 2002, the Traffic Safety Council met irregularly, the Wisconsin Highway Safety Partners did not meet, the State Traffic Records Coordinating Committee met quarterly and Safe Communities activity remained flat. BOTS was represented on the State EMS Board, the EMS for Children Board, the Wisconsin Division of the American Trauma Society Board, the State Health Plan for 2010 Injury Committee, and other interagency planning bodies. During 2003, interagency activity has increased significantly.

Objective 4: To incorporate a competitive grant application process into the development and implementation of a portion of the FFY2004 Highway Safety Plan.

Performance Measure: All distribution of funds to multiple recipients administered through a time-limited RFP process with clear, written selection criteria.

Baseline: BOTS current grant distribution process has no published criteria and no time limitation on applications. Recipients expect to get at least 3 years of funding based on one-year grant award.

Status: The 2002 development process did not result in any RFP development or grant activity. The process was revised, recentralized and work is underway to begin the 2004 RFP process during July 2003.

II. ESTIMATED BUDGET

PLANNING & ADMINISTRATION FUNDS 01						
Activity	Title	Fed	State	Local	Tot Prog	Loc Benefit
04-02-01	Program Mgmt	225,000	2,000	2,000	229,000	56,250
	Strategic Planning	10,000	7,500	5,000	22,500	2,500
402 TOTAL	(PA)	235,000	9,500	7,000	251,500	58,750
State 461	402 Match	0	331,000	0	331,000	0
Total State	(461)	0	331,000	0	331,000	0
TOTAL ALL FUNDS		235,000	340,500	7,000	582,500	58,750

III. PROBLEM IDENTIFICATION and PROGRAM JUSTIFICATION

Leadership/Coordination (Lateral Leadership)

The safety mission of the State Highway Safety Office is the coordination of statewide action to decrease deaths and injuries on all roadways. This requires coordination of multidisciplinary programs supported by multiple funding sources, each with its own set of regulations and program goals. Achieving the mission may include BOTS leadership in internal WisDOT activities such as the Traffic Safety Council and external activities such as the Governor's Council on Highway Safety and membership on other state health and safety coordinating bodies, as well as leadership in the development of a 2003-2005 Safety Strategic Plan required by the 1999 WisDOT Strategic Plan.

The safety mission also requires the coordination of overlapping activities performed by other state and local agencies, organizations and professional groups, as well as advocacy groups. As currently organized, Wisconsin has many coordinating committees and advisory groups at the state level (Governor's Council on Traffic Law Enforcement, State EMS Advisory Committee, etc.) within the state agencies (WisDOT Traffic Safety Council), interagency or state/local groups (Traffic Records Coordinating Committee, TraCS Steering Committee, etc.) and single issue consortia (MADD, American Trauma Society, etc.). The State Highway Safety Office identifies the relevant groups, reviews their missions and memberships and works to assure the maximum cooperation and collaboration so the state can make the most effective and efficient use of its human and other resources.

IV. STRATEGIES for EFFECTIVE MANAGEMENT

- A. Program Planning: Programming has been ineffective since the team approach to program development and analyst oversight of the process was discontinued.
- B. Strategic Planning: Funds have been set-aside for state strategic planning to provide a framework and an impetus for collaborative, data-driven planning for the annual Highway Safety Performance Plan.
- C. Project Selection: Beginning in Summer 2003, the Highway Safety Office will institute a new grant application process for Highway Safety grant awards. The new process will consist of a calendar of due dates for application and award, consolidation of grants, and specific written criteria for grant award. Criteria for grant award have been included in this HSP and will be published along with the due dates as soon as the HSP is approved. Proposed due dates for receipt of grant applications are listed in the FFY2004 Highway Safety Calendar (pages 9 & 10).
- D. Project Coordination: Criteria for grant award will include coordination of projects for similar programs or of projects employing similar strategies. Processes for internal coordination of paperwork have been developed and will be included in a Policy and Procedure Manual to be published during this fiscal year.
- E. Policies and Procedures: The BOTS manual will be updated during 2004 and adherence to the manual will be required. Research is underway in 2003.
- F. Program/Project Evaluation: Funds are set aside in each Program area for evaluation of major program activities to be performed by analysts outside of BOTS. For example, pre/during/post mobilization knowledge and attitude surveys and pre/post observational surveys for all mobilizations, analyses of effectiveness of public information expenditures, analysis of effect of training and outreach activities. In addition, funds have been set aside to develop and conduct a second general knowledge, attitude and behavior survey.

V. ACTIVITIES and ESTIMATED FUNDING, by STRATEGY

STRATEGY: PROGRAM MANAGEMENT

ACTIVITY: 04-01-01-PA PLANNING & ADMINISTRATION - 402 funded

Problem: Behavioral highway safety programs require state coordination of county and local-level programs, including many multidisciplinary programs, employing funds from several sources, and with overlapping regulations, objectives and responsibilities.

- Objectives:**
1. Produce all plans and documentation required by WisDOT Strategic Business Plan (Annual Highway Safety Plan, Alcohol Traffic Safety Plan, and PI&E Plan, coordinated with Bureau Strategic Business Plan and other safety plans) and produce Annual Reports.
 2. Deliver programs that are effective in changing knowledge, attitude and behavior to reduce crashes, injuries and deaths. Organize, facilitate, staff, or otherwise support state and local highway safety activities, including statutory bodies, department, interagency and advocacy groups.
 3. Coordinate transportation safety and injury control programs for the Department of Transportation and for the state of Wisconsin.
 4. Produce annual operating budgets and develop biennial budget issues and strategies.
 5. Complete an updated Policy and Procedural/Grant Management manual.

Resources: \$225,000 to support Assistant Director, Section Chief, LTE Receptionist/ Communications Assistant and administrative LTE. Required match with Director, Executive Assistant/ Grants PA, office space and material.

Self-sufficiency: 50% state match. Integration into WisDOT business plan.

Evaluation: Annual Report. Strategic Business Planning Process.

ACTIVITY: 04-01-01-PA STATE STRATEGIC PLANNING - 402 funded

Problem: Deaths have trended upward on Wisconsin roadways over the past 4 years after a multi-year downward trend; the state budget shortfall requires collaborative efforts to stop this increase. Wisconsin's existing Strategic Highway Safety Plan ends in 2003. A comprehensive, science-based examination of state highway safety problems and opportunities to address them must be performed to establish realistic goals and a comprehensive plan identifying specific strategies that will effectively counteract the upward trend. This process should parallel and be integrated with public security planning to make best use of resources.

- Objectives:**
1. Convene one or more meetings of representatives of state and local government, law enforcement, the safety community and public health to direct the development of a comprehensive highway safety strategic plan.
 2. Identify realistic state goals for reductions in crashes, fatalities and injuries.
 3. Recommend a comprehensive plan with specific strategies for achieving state safety goals.
 4. Develop a consensus within the highway safety community and the public in support of the goals.
 5. Plan for annual evaluations of progress toward the goals and of effectiveness of selected strategies.

Resources: \$10,000 to support meeting costs, writing, printing and distribution of plan document.

Self-sufficiency: Integration into WisDOT business plan.

Evaluation: Annual Report. Strategic Business Planning Process.

ACTIVITY: PLANNING & ADMINISTRATION - state appropriation 461

Problem: Behavioral highway safety programs require state coordination of county and local-level programs, including many multidisciplinary programs, employing funds from several sources, and with overlapping regulations, objectives and responsibilities.

- Objectives:**
1. Produce all plans and documentation required by WisDOT Strategic Business Plan (Annual Highway Safety Plan, Alcohol Traffic Safety Plan, and PI&E Plan, coordinated with Bureau Strategic Business Plan and other safety plans). Produce Annual Reports.
 2. Deliver programs that are effective in changing knowledge, attitude and behavior to reduce crashes, injuries and deaths. Organize, facilitate, staff, or otherwise support state and local highway safety activities, including statutory bodies, department, interagency and advocacy groups.
 3. Coordinate transportation safety and injury control programs for the Department of Transportation and for the state of Wisconsin.
 4. Produce annual operating budgets and develop biennial budget issues and strategies.

Resources: \$331,000 to support Director, office space and materials. Additional support is provided by Division of Transportation Investment Management and Bureau of Financial Services staff.

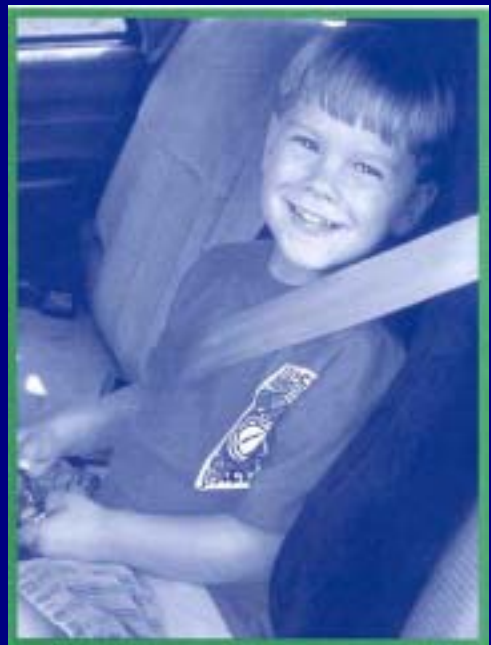
Self-sufficiency: Required 50% state match for Section 402 program.

Evaluation: Annual Report.

State of Wisconsin

Injury Control-Occupant Protection

2004



04-02

INJURY CONTROL - OCCUPANT PROTECTION

I. GOALS and OBJECTIVES

A. Goals

Goal: To increase statewide average safety belt use to 73% by 2004 and to 75% by 2007 and to 77% by 2009.

1994 Baseline: 61.7% statewide average use

Goal: To reduce child (ages 1-9) occupant injuries and deaths to 2,400 by 2004, to 2,300 by 2007 and to 2,200 by 2009.

1994 Baseline: 2,709 children ages 1-9 killed or injured

B. Objectives

Objective 1: To increase statewide average safety belt use to 73% by the end of CY 2004.

Performance Measure: Percent of restrained occupants in all front-seat positions in passenger motor vehicles including light trucks.

Baseline: In 1994, 61.7% average statewide use demonstrated in a fall 1993 statewide observational survey.

Status: The June 2003 statewide observational survey found 69.8% average statewide use. Use had decreased over more than a year and then rebounded sharply.

Objective 2: To reduce 3-year average youth occupant (15-24) injuries and deaths to 1,800 by the end of CY 2004.

Performance Measure: Three-year average number of injured or killed youth ages 15 to 24 in all front-seat positions in passenger cars and light trucks.

Baseline: In CY 1994, 2,448 occupants ages 15 to 24 were killed or injured. The 1994-1996 three-year average was 2,321.

Status: In CY 2002, 1,855 occupants ages 15 to 24 were killed or injured. The 2000-2002 three-year average is 1,852.

Objective 3: To reduce 3-year average youth occupant (10 to 14 and 15 to 19) injuries and deaths to 11,500 by the end of CY 2004.

Performance Measure: Three-year average number of injured or killed youth ages 10 to 14 and 15 to 19 in all front-seat positions in passenger cars and light trucks.

Baseline: In CY 1994, 11,342 youth occupants ages 10 to 19 were killed or injured (1,691 youth ages 10 to 14 and 9,651 youth ages 15 to 19). The 1994-1996 three-year average was 12,645 (1,903 youth ages 10 to 14 and 10,742 youth ages 15 to 19).

Status: In CY 2002, 11,777 youth occupants ages 10 to 19 were killed or injured (1,612 youth ages 10 to 14 and 10,162 youth ages 15 to 19). The 2000-2002 three-year average is 12,183 (1,612 youth ages 10 to 14 and 10,571 youth ages 15 to 19).

Objective 4: To reduce 3-year average child occupant (1 to 9) injuries and deaths to 2,080 by the end of CY 2004.

Performance Measure: Three-year average number of injured or killed children ages 1 to 9 in all front-seat positions in passenger cars and light trucks.

Baseline: In CY 1994, 2,709 child occupants ages 1 to 9 were killed or injured (1,189 children ages 1 to 4 and 1,520 children ages 5 to 9). The 1994-1996 three-year average was 2,664 (960 children ages 1 to 4 and 1,704 children ages 5 to 9).

Status: In CY 2002, 2,010 child occupants ages 1 to 9 were killed or injured. The 2000-2002 three-year average is 2,140.

Objective 5: To increase statewide average correct child safety seat use to 20% by the end of CY 2004, 30% by end of 2005 and 35% by end of 2006.

Performance Measure: Statewide average use of child safety seats for children ages 1 to 8 years old as determined in annual observational surveys of passenger motor vehicles, including light trucks.

Baseline: In 1994, 80.2% average statewide use of child safety seats from Fall 1993 observational survey. No baseline statewide data are available for correct use.

Status: In Summer 2002, 84.5% of children ages 0 to 4 years and 54.3% of children age 5 to 15 were observed as restrained. However, child safety seat incorrect use is estimated at greater than 80 % and checkpoint data at numerous locations showed an average of 90 % incorrect use.

C. Related National/State Goals

The NHTSA National Goal for 2004 is to increase national average safety belt use to 78% (based upon a national use rate of 73% in 2001).

The NHTSA National Goal for 2005 is to reduce child passenger fatalities (0-4 years) by 25%.

II. ESTIMATED BUDGET

OCCUPANT PROTECTION FUNDS 02						
Activity	Title	Fed	State	Local	Tot Prog	Loc Benefit
04-02-01	Program Mgmt	65,000	10,000	10,000	85,000	16,250
04-02-02	PI&E	250,000	50,000	150,000	450,000	125,000
04-02-03	Training-TOPS	5,000	2,000	5,000	12,000	2,500
04-02-04	Safe Community Programs	20,000	2,000	20,000	42,000	20,000
04-02-05	LE Mobilizations	295,000	5,000	100,000	400,000	221,250
	LE Liaisons	85,000	3,000	35,000	123,000	42,500
04-02-06	Observational Survey	185,000	10,000	35,000	230,000	46,250
	KAB Surveys	70,000	5,000	10,000	85,000	17,500
04-02-07	CPS - WINS	75,000	2,000	45,000	122,000	37,500
402 TOTAL	(OP)	1,050,000	89,000	410,000	1,549,000	528,750
04-02-08	Convincer Support	34,000	1,000	5,000	240,000	17,000
04-02-09	Youth PI&E	300,000	10,000	100,000	410,000	150,000
04-02-10	Mid/High School Curriculum	120,000	20,000	60,000	200,000	60,000
	Teen Community Activities	148,700	4,000	70,000	222,700	148,700
	Diverse Community Activities	100,000	2,000	50,000	152,000	100,000
Total 157	(157OP)	702,700	37,000	285,000	1,224,700	475,700
04-02-11	CPS Fitting Stations	50,000	2,000	25,000	77,000	25,000
04-02-12	CPS Training/Community Ed	180,000	10,000	90,000	280,000	90,000
Tot 2003b	(J3)	230,000	12,000	115,000	357,000	115,000
04-02-13	157 Innovative - Mobilizations	200,000	2,000	100,000	302,000	150,000
Total 157	(IN2)	200,000	2,000	100,000	302,000	150,000
Total	ALL FUNDS	2,182,700	140,000	910,000	3,432,700	1,269,450

III. PROBLEM IDENTIFICATION and PROGRAM JUSTIFICATION

Seatbelts do not prevent crashes from occurring; not all crashes are survivable and seatbelts are not 100% effective in preventing fatal injuries in serious crashes. They are, however, generally accepted as the most effective means of reducing fatalities when crashes do occur. National research indicates that seatbelts (i.e., properly used lap/shoulder belts) lower the risk of fatal injuries for front seat auto occupants by 45%, and by 60% for light truck occupants.

The National Highway Traffic Safety Administration (NHTSA) estimates the following savings in lives, injuries and economic costs, for specified increases in belt use for the state of Wisconsin. Each one percentage point increase in safety belt use in Wisconsin would be equivalent to an additional 38,000 motorists buckling up.

Table 02-01 Annual Benefits of Increased Seat Belt Use in Wisconsin						
	Estimated Fatalities Prevented	Cumulative Fatalities Prevented	Estimated Injuries Prevented	Cumulative Injuries Prevented	Estimated Cost Savings**	Cumulative Cost Savings
2002 Usage Rate 66.1%	224		8,671		\$761 million	
Additional Savings at 71.1%*	24	248	656	9,327	\$64 million	\$825 million
Additional Savings at 76.1%*	49	273	1,312	9,983	\$130 million	\$891 million
Additional Savings at 77.1%***	55	279	1,400	8,811	\$143 million	\$904 million
Additional Savings at 81.1%*	76	300	1,968	10,639	\$196 million	\$957 million

Source: National Highway Traffic Safety Administration (2003) *Fatal and injury trends based upon 1987-2001 data*

* Usage values represent 5, 10 and 15 percentage point gains over the 2002 statewide usage rate of 66.1%

** Estimated costs savings adjusted for CY 2001 economic factors

*** The shaded area is for an 11 percentage point increase in safety belt usage. This is the estimate that NHTSA anticipates a state would gain by switching from a secondary enforcement law to a primary enforcement law.

A. Magnitude and Severity of Belt Use/Misuse Problem

Statewide Average Use

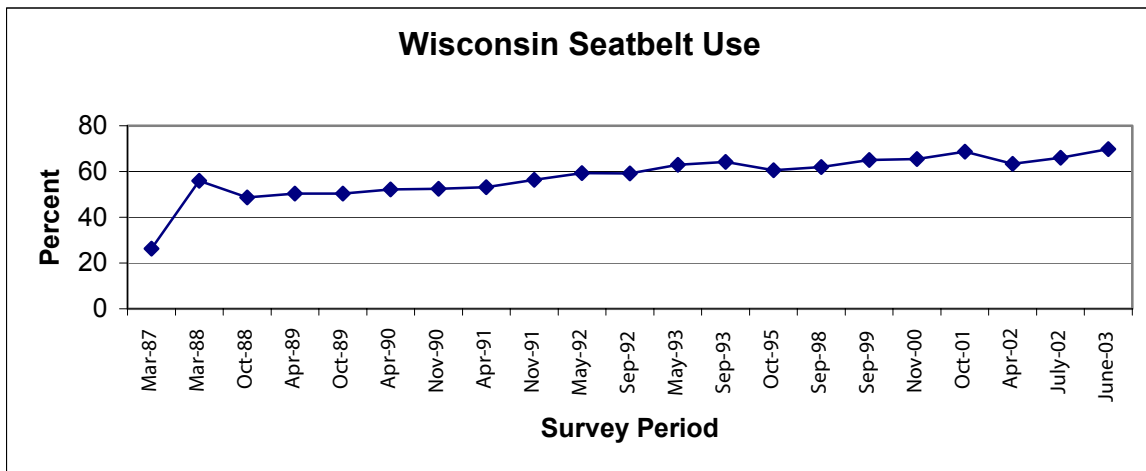
While correct use of safety belts is widely known to protect passengers in motor vehicle crashes, 34% of vehicle passengers on Wisconsin roadways still do not wear their safety belts, and more than 80% of child safety seats are not used correctly.

Four measures of belt use can be used: (1) observed use, (2) use reported to enforcement officers at a crash, (3) use reported to medical care providers after the crash, and (4) belt use determined for fatalities.

(1) Observed Use: The most recent (June 2003) statewide average use was 69.8%. Of Wisconsin's 3,835,549 licensed drivers, approximately 2,677,000 currently wear safety belts.

Longitudinal data are available from observational surveys of belt use taken at 280 locations statewide semiannually through 1994 and annually thereafter. While the 1987-1993 survey methodology remained unchanged and its results were internally consistent, back-seat passengers and pick-up truck occupants were counted. With the non-conforming counts removed from the sample, Wisconsin's average belt use rose several percentage points. Wisconsin's sampling methodology was changed in 1994 to comply with NHTSA guidelines. (*Survey Guidelines -- section 153.11 Fed. Reg. (06-29-92)*). More observations were done on local roads than in past surveys. The survey also breaks down the state by major media markets ("ADI's" – see map 02-13) as a basis for targeting portions of the state for media support of community and enforcement efforts.

Graph 02-02: Observational Surveys 1987-2003

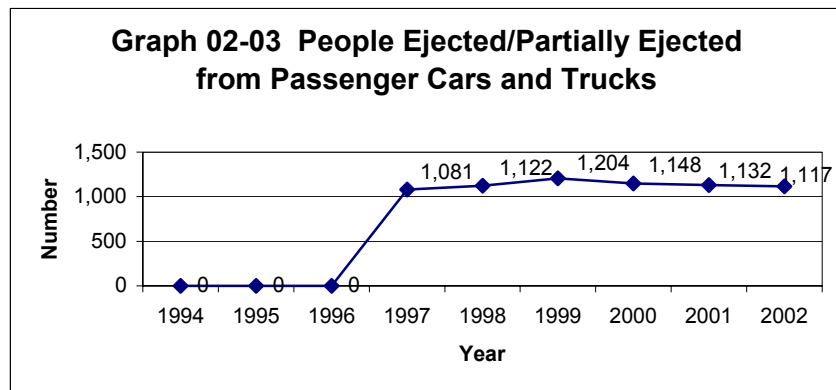


Statewide average use rose from a pre-law statewide average of 26%, to an initial high of 56% in 1988. Belt use then plateaued at about 50% throughout 1989, then rose slowly to plateau again at just over 60% from 1993-1999. Statewide average use in October of 2001 was 68.7%, an increase of 3.3% over the prior year, but still lower than the national average use of 73%.

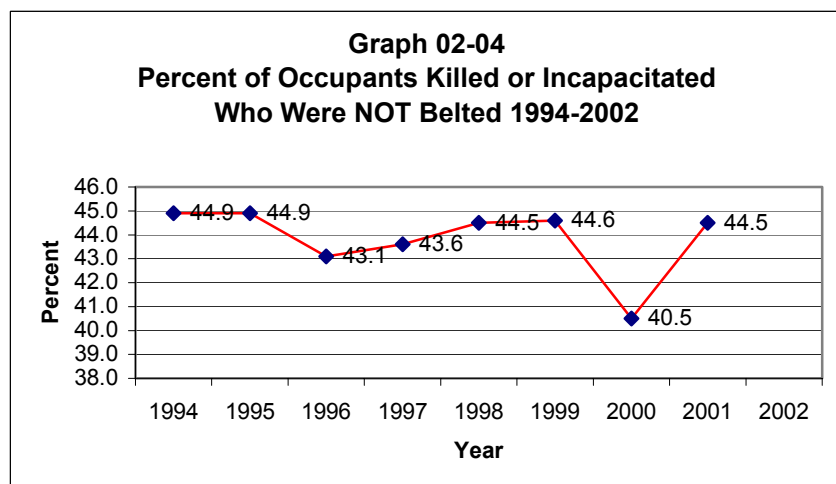
(2) Belt use reported to the enforcement officer in the crash report is consistently much higher than either observed belt use or use reported to medical care providers. In 2000, for example, while 202,468 (90%) of crash occupants reported to the recording officer that they were properly restrained at the time of the crash, the statewide average observed belt use rate in 2000 was only 65.4%.

(3) Medical care information currently being collected in Wisconsin includes hospital discharge and mortality data. The 2002 data for emergency department visits will soon be available, and a trauma registry is currently under development. Some information about safety belt use is being taken from these sources.

(4) In 2001, 63% of fatalities and almost 42% of persons sustaining incapacitating injuries were determined not to have been wearing their belts at the time of the crash. This is twice the statewide average of observed use!



Nearly all people who were ejected sustained injuries, and these were often severe, but no study has been performed to date of the correlation between belt use, ejection and injury severity.



The injury patterns of belted versus unbelted occupants of motor vehicles in crashes is demonstrated in Table 02-03. Just over 1% of those wearing belts were seriously injured or killed while 18% of those not wearing belts were seriously injured or killed.

Table 02-05 – Injuries per Occupant Exposed (Passenger Cars and Light Trucks) WI-2002				
<i>Injury Level</i>	<i>Belted</i>	<i>Not Belted</i>	<i>% Not Belted</i>	<i>Total</i>
Not Injured	171,999	11,226	6.1%	183,225
Incapacitating (A)	2,406	1,721	41.7%	4,127
Non-incapacitating-B	10,039	4,009	28.5%	14,048
Possible (C)	27,273	4,112	13.1%	31,385
Killed (K)	197	339	63.2%	536
Total	211,914	21,407	9.2%	233,321

Source: WI Traffic Crash Facts 2002

Note: Counted only if seat location and belt use were reported to and by the traffic enforcement officer

The Wisconsin CODES data linkage project demonstrates with Wisconsin hospital discharge data that the charges for hospitalization of the victims with the worst injuries are significantly higher than charges for unrestrained persons who survive their crashes.

Table 02-06 Wisconsin CODES In-Patient Hospital Charges Belted & Unbelted 1994-2001 **								
	1994	1995	1996	1997	1998	1999	2000	2001
Total Occupants	341,364	349,175	322,249	304,130	295,703	333,658	339,887	304,932
Number missing belt info	29,192	39,759	42,113	38,832	37,982	41,012	57,535	69,864
Total Hospitalizations	3,723	3,664	3,436	3,120	3,078	2,962	2,824	3,012
Total Hospital Charges	\$59,309,900	\$57,203,984	\$58,972,532	\$53,030,865	\$50,540,264	\$50,194,857	\$58,288,287	\$67,146,005
Average Hospital Charge	\$15,931	\$15,612	\$16,228	\$16,997	\$16,420	\$16,946	\$20,640	\$22,293
Average Charge/Occupant	\$174	\$164	\$183	\$174	\$171	\$150	\$171	\$220
Total Reported Belted	1836	1773	1671	1540	1566	1454	1534	1612
Total \$	\$23,319,056	\$22,958,783	\$22,962,919	\$22,076,440	\$21,862,669	\$24,375,082	\$26,462,490	\$30,882,026
Average \$	\$12,701	\$12,949	\$13,742	\$14,335	\$13,961	\$16,764	\$17,251	\$19,158
Total Reported Unbelted	1420	1444	1419	1250	1257	1244	1085	1154
Total \$	\$26,646,146	\$26,201,075	\$28,974,212	\$24,030,706	\$24,479,545	\$25,819,774	\$26,576,454	\$29,780,066
Average \$	\$18,765	\$18,145	\$20,845	\$19,225	\$19,475	\$20,755	\$24,494	\$25,806

****Figures are for passenger vehicles and trucks**

Source: Center for Health Systems Research & Analysis - UW Madison (2001)

Opinion Survey

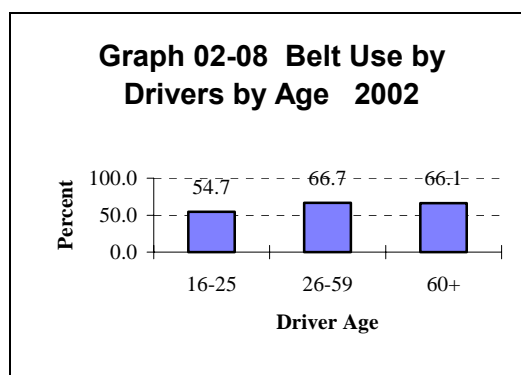
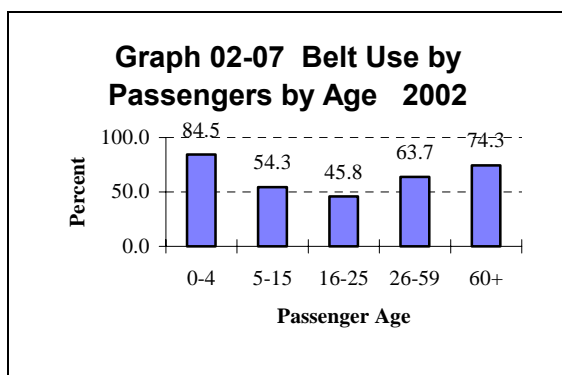
In a 2002 telephone survey of a sample of 750 licensed drivers randomly distributed around the state, 86% of the respondents said they used seatbelts habitually. They were aware they could receive a ticket for non-use, and although just slightly more than half opposed a change to primary enforcement, three quarters thought that an increased fine, addition of points to the penalty and increased enforcement would be effective measures to increase use. They also felt that placing ads in a wide variety of media would be an effective means of increasing belt use.

More than half the respondents were older than 45, and 70% had no children in the household. It is not surprising that they were not knowledgeable about Wisconsin child passenger safety laws. The few respondents with child seats installed in their cars thought that the seats were properly installed.

B. Risk Factors for Crash Involvement and Injury

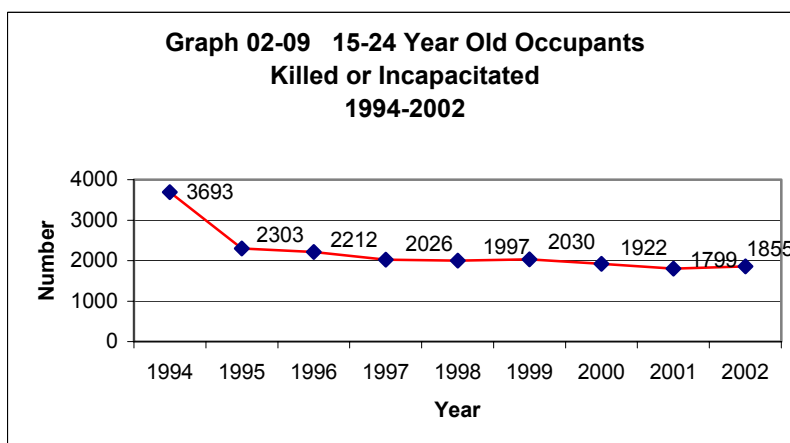
Gender

Wisconsin has consistently displayed a gender difference of more than 10% in safety belt use. In the summer 2002 survey, 70.1% of females wore their belts, while only 57.8% of males did.



Age

In 2002, highest belt use (74.3%) was observed in Older Adults (60 and up), and young children (0-4) at 84.5%, and lowest was young people (16-25) at 45.8%. Belt use is the lowest among drivers ages 16-25 (54.7%). This group represents 16.5% of licensed drivers, yet accounted for 29.0% of drivers involved in crashes in 2001.



The highest risk group for death in a motor vehicle crash while not belted was the 20-34 year old male. Only 16 or 17% of these young men were wearing a safety belt at the time of the crash that killed them. This set of "hard core" non-users becomes a high proportion of all non-users every year as a greater percent of the other more risk-averse groups begin to buckle up.

In a study of 2,600 occupants of passenger vehicles fatally injured in crashes in Wisconsin between 1997 and 2001, these risk groups are even more starkly delineated. Seventy-one percent of male fatalities were unbelted (only 29% were belted, compared with 59.6% in the observational survey). Young adult victims were most likely not belted.

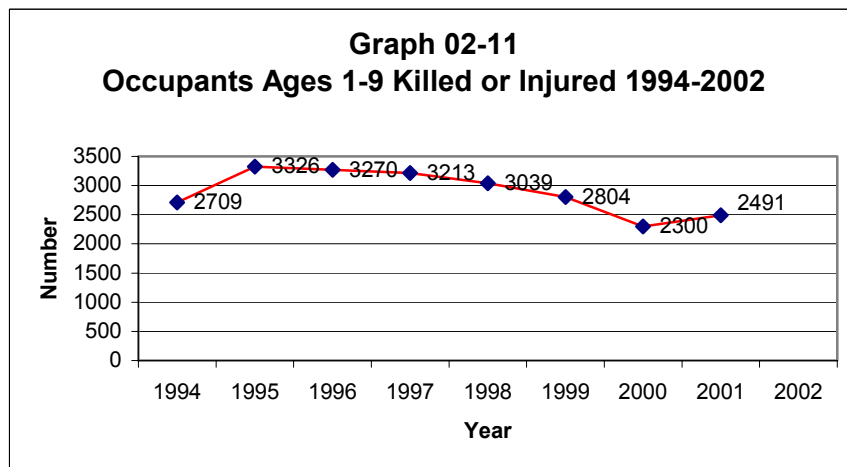
Table 02-10: Fatally Injured Passengers by Age, Gender, Belt Use 2002					
Age Cohort	Total Killed	Unbelted & Killed	% Unbelted	Males Killed	% Unbelted Males Killed
1-9	14	4	57%	3	67%
10-14	8	4	100%	2	100%

15-19	108	76	72%	64	77%
20-24	104	72	76%	71	85%
25-34	95	53	74%	48	73%
35-44	72	59	80%	50	88%
45-64	124	58	55%	63	65%
65-84	86	30	36%	41	21%
85 plus	20	2	11%	8	0%

Source: DMV Crash Database – only if SB use was recorded and seating position known

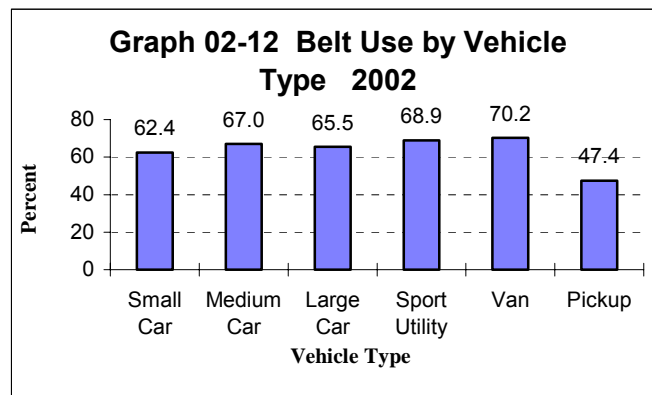
Restraint use is highest among children 0-4 years of age (84.5%). This includes child safety seat

use. However, a 16-month, nationwide study completed in 2002 by the National Safe Kids Campaign showed that approximately 82% of child safety seats are used improperly in the vehicle, creating a situation where a child would be at increased risk of injury in the event of a crash.



Vehicle Type

In 2002, occupants of pick-ups had lowest average use, at 47.4%, and occupants of vans had highest use at 70.2%.



Minority Populations

A few observational surveys and some anecdotal information indicate that most minority populations have lower belt use than the Wisconsin average. Culturally sensitive messages and media must be used to address these groups. An observational survey is planned to take place during late 2002 in several communities with large African-American populations. Similar surveys are planned for 2003 for communities with large Latino/Hispanic populations.

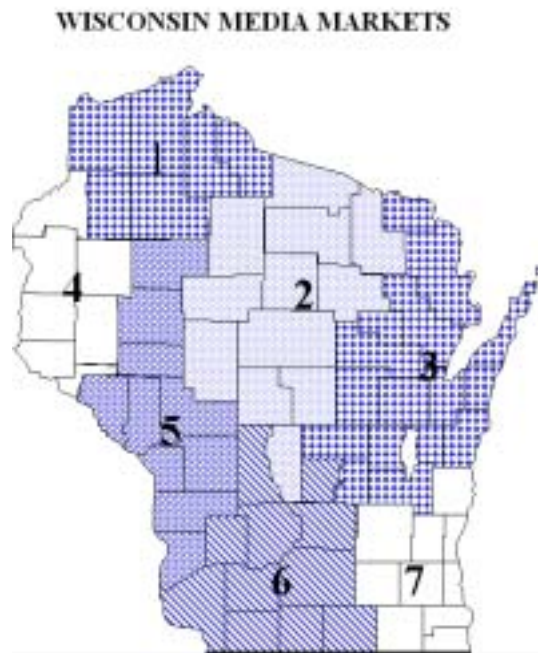
Location

In 2001, average belt use varied by nearly 10 percentage points from one area of the state to another. Belt use was aggregated within Areas of Dominant Influence or media market areas. Lowest use was observed in the western part of the state (59.4%) and highest in the Milwaukee area (72.1%). Use was generally higher in the more urbanized areas.

When last surveyed with a methodology permitting such description, belt use was generally low in the rural and northern portions of the state and higher in the heavily populated southeast quadrant and in west central Wisconsin. In 1993, belt use in cities ranged from a high of 72% in Eau Claire to a low of 52% in Superior. This level of detail is not possible with the current survey methodology.

MAP 02-13

2002 Safety Belt Use By Wisconsin Media Markets



ADI	Average Belt Use	
	2001	2002
1 – Duluth/Superior	62.5%	57.8%
2 – Wausau/Rhineland	63.8%	62.7%
3 – Green Bay/Appleton	70.0%	67.3%
4 – Minneapolis/St. Paul	59.4%	63.6%
5 – La Crosse/Eau Claire	66.9%	67.9%
6 – Madison	67.6%	73.4%
7 – Milwaukee	72.1%	62.4%

IV. STRATEGIES FOR DECREASING DEATHS & INJURIES

A. Strategies Selected for 2004

Enforcement activity alone is not adequate to force increased belt use and correct use of child safety seats; other partners, including the medical community and businesses need to be belt use

proponents. Over more than 30 years, the most effective means of encouraging preferred behaviors such as belt use is the combined employment of multiple strategies -- in the case of belts, this would include standard enforcement laws with serious financial or other consequences, waves of enforcement preceded and followed by public information that increases the perception of risk of citation. Education about the benefits of belt use is effective with some sub-populations.

Strategy: Seat Belt and Child Safety Seat Legislation

History: Wisconsin was the 29th state to enact a mandatory seat belt use law for both front and rear seat occupants of motor vehicles. Wisconsin's law (Sec. 347.48, - Wis. Stats., 1987 Wis. Act 132) became effective December 1, 1987. In its current form, this secondary enforcement law applies to Wisconsin residents and non-residents in all front seat positions and in rear seat positions equipped with three-point belts. The law carries a flat forfeiture of \$10 and no points are assigned against a person's driver record. Those subject to the penalty include operators, operators with unrestrained passengers 4 to 16 years old and passengers at least 16 years old.

Belt use enforcement is secondary, safety checkpoints are illegal in Wisconsin, and the 1999 legislative session passed a "quota bill" to discourage the setting of performance standards for traffic enforcement activity.

Primary Enforcement Legislation--The Wisconsin Safety Belt Coalition was reorganized in 1998. They have had limited success in two attempts to introduce standard enforcement legislation.

Strategy: Enforcement of Safety Belt and Child Passenger Safety Laws

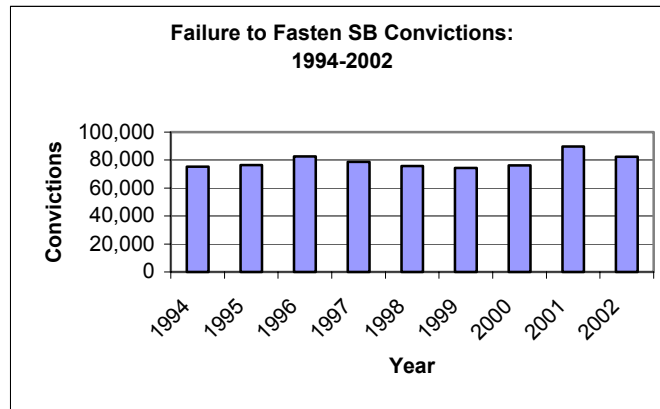
Numerous studies have shown that after belt use laws are passed, there is an initial wave of voluntary compliance. However, highly publicized and visible waves of enforcement of belt laws are necessary for the public perception of risk of citation, and this is key to increased safety belt compliance by those risk-takers who are least likely to buckle up.

History: From the time Wisconsin's law was enacted in 1987 until the spring of 1991, enforcement was sporadic at best. Most citations were issued at crashes. Police officials often said that the failure to enforce was because Wisconsin's secondary law was difficult to cite. Enforcement officers' opinion at that time was that the Legislature was not serious about the law when they made it our only secondary enforcement law, and with a flat \$10 forfeiture.

This occupant protection enforcement rate was very low until the mid-90s, especially when observational surveys indicated that nearly 40% of the traveling public was violating the law. However, since the mid-90s, the citation rate for occupant protection violations has risen dramatically as a result of the high level of traffic enforcement activity. Enforcement of the child safety restraint law has not been as high a level, reflecting officer uncertainty about the child's age and correct use, and the relatively much higher forfeiture (\$75.00) and additional fees.

Citations: A high level of belt use enforcement has been maintained although for two years a decrease in number of safety belt convictions and their percent of all traffic convictions was noted. In 2001, 94,013 motorists were convicted of violations of occupant protection laws. The total consists of 4,327 child passenger safety violations and 89,686 safety belt violations, which is slightly over 11% of all traffic convictions.

**Graph 02-14: Traffic Convictions Entered on Driver Record File -- 1994-2002
OCCUPANT PROTECTION CHARGES**



Convictions for failure to fasten safety belts decreased by more than 7,000 in 2002 from the all-time high of 89,686 in 2001. Convictions for child safety seat violations have decreased steadily since 1999.

**Graph 02-15: Traffic Convictions Entered on Driver Record File -- 1994-2002
CHILD RESTRAINT USE CHARGES**



Enforcement Mobilizations: Mobilizations are high-profile law enforcement programs, combined with paid and earned media, and evaluated in terms of observations of belt use and surveys of public awareness and public changes in behavior. These mobilizations consist of 5 actions: 1) Two Weeks of High-intensity Traffic Law Enforcement; 2) Intense Publicity – paid and earned, using messages that increase the perception of risk; 3) Pre/post Observational Surveys; 4) Pre-post Knowledge/Attitude/Behavior Surveys; and 5) Immediate reporting of enforcement and media activity. During FY04, three such mobilizations are planned: an Alcohol Mobilization in December, 2003, a Safety Belt Mobilization in May, 2004 and a Multiple Message Mobilization in mid-Summer, 2004.

Strategy: Education and training

Child safety seat use is so complicated that, ideally, every individual should be educated in correct installation and use of their specific equipment in their specific vehicle. This is clearly impossible to do from the state level, so training and certification of child safety seat experts who can be available locally is being made available throughout the state.

Strategy: Evaluation

Statewide, local and subgroup observational and opinion surveys will be used to target enforcement and education activities and to identify motivators for non-use in high-risk populations. Surveys will be incorporated into the mobilizations.

Strategy: Empowerment

Provision of technical support, community grants, and data or survey methodologies will give communities the tools and incentives to identify the problems they need to address locally and ideas for addressing the problems to change social mores. Expanding partnerships with diverse organizations and high-risk and hard-to-reach populations, as well as expanded outreach to minority audiences, also contribute to community empowerment.

B. Project Selection Criteria

General Criteria:

1. Communities with population in excess of 10,000 and with many highway miles and other exposure factors (County Data in Tables 00-16, 00-17);
2. a plan to evaluate the effectiveness of coalition-supported activities, and
3. a history of using Highway Safety funds effectively as seed money to develop continuing programs.

Smaller communities may be eligible if they demonstrate problems of unusual scope or unusual buy-in and effectiveness in past Highway Safety projects.

Safe Community Occupant Protection Projects: Priority will be given to communities

1. With the general factors above;
2. with an identified and established Safe Community Coalition,
3. with low belt use or high improper child safety seat use or low injury-to-death ratio supported by local data (County Data in Tables 00-16, 00-17), and
4. applying for a new project (previously funded projects are not eligible).

Teen Buckle Down Projects: Priority will be given to communities

1. with the general factors above and
2. with low belt use in the teen population, supported by local data,
3. which demonstrate community involvement through matching funds and/or activities, and
4. involving and led by local students and law enforcement.

Diversity Challenge Projects: Priority will be given to communities with the general factors above and with low belt use or high improper child safety seat use or low injury-to-death ratio supported by local data and with demonstrated community planning and coordination.

Elementary and Secondary School Projects: Priority will be given to communities with the general criteria above and with low safety belt use or low injury-to-death ratio, supported by local data; and with school system, student and local law enforcement involvement.

Buckle Up or Pay the Price Enforcement Wave Projects: Priority will be given to communities with the general criteria above and with low belt use or low injury-to-death ratio supported by local data, large numbers of crashes and crash-related serious injuries and deaths, and with many highway miles and other exposure factors (County Data in Tables 00-16 and 00-17).

Child Passenger Safety Fitting Station Projects: Priority will be given to communities with the general criteria above and with certified CPS Technicians performing car seat checks, demonstrating need for project start-up materials, and that are willing to make the fitting stations available to the public on an on-going basis rather than just for special events.

V. ACTIVITIES and ESTIMATED FUNDING by STRATEGY

A: General Occupant Protection

STRATEGY -- PROGRAM MANAGEMENT

Activity: 04-02-01-OP SUPPORT 1 FTE PROGRAM MANAGEMENT POSITION.

Problem: Wisconsin average safety belt use is below the national goal of 90% by 2005 established by the President. Statewide activities require planning, coordination, communication and evaluation.

Objective: Provide oversight of program activities—Program Management position will perform data analysis and develop, monitor program and contract finances and activities for Occupant Protection and EMS Program areas. Determine statewide average safety belt use to indicate what percentage of motorists are wearing safety belts and if programs are effective.

Resources: \$65,000 for salary and fringe for 1 FTE Program Manager, travel, training, materials and supplies, memberships, subscriptions and contractual services.

Evaluation: Compare program objectives and planned activities with accomplishments and comment on reasons for success or lack thereof. Quarterly and final reviews and Annual report. Safety belt survey results.

STRATEGY -- EDUCATION – Public Information & Education

Activity: 04-02-02-OP PUBLIC INFORMATION AND EDUCATION -402 funded (\$50,000 for PM)

Problem: Those who respond to safety messages are already buckling up. The nearly 34% of Wisconsin travelers who do not use seat belts must be reached with different media and messages, and these must be updated regularly to both be perceived by the various audiences and make a difference to them. Child safety seats are not properly used because of confusing instructions. Changes in laws and technologies must be disseminated widely. A variety of messages are required for different ages and cultures.

Objectives:

1. To incorporate PI&E into OP programming in accord with long-range PI&E plan.
2. To reach 25% of the target audiences with appropriate messages and change the behavior of 25% of them.
3. To conduct Saved by the Belt, Survivor of the Year, Buckle Up or Pay the Price campaigns; and Maintain Convincers.

Resources: \$250,000. Paid Media. Duplicate, print, distribute, purchase pamphlets, posters, audio, video and other promotional materials.

Self-sufficiency: Communities will be expected to pay for reproduction of state-produced materials.

Evaluation: BOTS PI&E Evaluation Administrative- number of persons receiving messages. Impact: survey change in KAB

Activity: 04-02-08-157OP CONVINCER SUPPORT – Sec. 157 Incentive Funds

Problem: Longitudinal data on safety belt and child safety seat use are valuable in targeting public information materials and social marketing campaigns. Multiple surveys of knowledge, attitudes and behaviors, including targeted surveys, are useful in developing media campaigns and program activities.

Objectives: 1. To provide statewide opportunity for a wide variety of audiences to experience the feel and look of belted and unbelted crashes by making the sled and rollover “Convincers” available.
2. To provide supporting print materials at these demonstrations.

Resources: \$34,000. Contractual services, PI&E.

Self-sufficiency: None. This is part of the on-going public education.

Evaluation: Administrative: Numbers reached. Impact: KAB survey pre/post of audiences.

STRATEGY -- EDUCATION – Education/Training

Activity: 04-02-03-OP TOPS TRAINING

Problem: Most of the Law Enforcement agencies in Wisconsin have Occupant Protection Usage and Enforcement (OPUE) trained instructors. It has been several years since the national curriculum has been updated. BOTS will work with other state training programs to develop a more current curriculum, and provide the materials to all WI OPUE trainers, as well as continue training new officers.

Objectives: 1. Provide updated TOPS training to 500 OPUE instructors statewide.
2. Train an additional 150 OPUE trainers.

Resources: \$5,000 for instructor fees and expenses, instructor/ participant manuals, meals, other instructional materials.

Self-sufficiency: Instructors will be required to provide training to their department’s officers at the department’s expense.

Evaluation: Administrative evaluation on planned activities. Survey pre/post knowledge, attitude and behavior of instructors, officers.

STRATEGY -- EMPOWERMENT – Community Programs

Activity: 04-02-04-OP SAFE COMMUNITIES – Occupant Protection Activities

Problem: Community members must collaborate to prevent all types of injuries and make their community a safer place to live by forming coalitions of public safety and health professionals, engineers and planners, private citizens and advocacy groups, and business, education and faith leaders to combine resources to implement programs that will be successful in changing public knowledge, attitudes and behaviors.

Objective: Provide funding for 4-6 Safe Communities in 2004. Support occupant protection activities for Safe Communities Coalitions.

Resources: \$20,000 for innovative programs to increase safety belt and child safety seat use within identified Safe Communities. Funds may be used for training, community materials development or innovative uses approved by OP program manager.

Self-sufficiency: Communities will maintain their collaborative efforts in a continued Safe Communities concept.

Evaluation: Administrative evaluation of planned activities. Impact evaluation of programs implemented by Coalition.

Activity: 04-02-10-157OP DIVERSE COMMUNITIES - Occupant Protection Activities – 157 Incentive Grant Funded

Problem: Wisconsin diverse communities and minority population (Hispanic, Native American, African American and Hmong) have been shown by local surveys to have lower belt use than the state average. While not a large portion of the state's population, they are concentrated in a few areas of the state, such as the Southeast quadrant of the state. Strategies for communicating safety messages and motivating changes in behavior must be culturally sensitive and community-driven. Community leaders and opinion leaders must be involved in program development and implementation. In some minority populations, the church is the most important social institution and can have a greater impact on the community than traditional safety advocates and media messages; in others, youth leadership is vital. Strategies may include safety fairs, other safety events associated with various institutions, and development of localized messages.

Objective:

1. Assist up to five minority/ diverse communities to develop local programs to address safety belt use.
2. Assist one consortium of opinion leaders to produce a community-wide competition for belt use during FY04.
3. Support occupant protection activities in up to 5 Safe Communities Coalitions that have completed the Traffic Safety Assessment.

Resources: \$100,000 for training, community materials development, printing, mailing or innovative uses approved by OP program manager.

Self-sufficiency: This is a one-time grant.

Evaluation: Administrative evaluation of planned activities. Pre/post observation/KAB survey results of implemented programs.

STRATEGY -- ENFORCEMENT

Activity: 04-02-05-OP LE MOBILIZATION ("BUCKLE UP or PAY THE PRICE")

Problem: Only 66.1% of Wisconsin motorists wear their safety belts. The President has supported an initiative to increase safety belt use to 90% by 2005. In an attempt to achieve this goal, Wisconsin will continue a program of heavy enforcement combined with a hard-hitting media and public information campaign. This combination is known as a mobilization or sTEP wave.

Objective:

1. Increase safety belt use to 73% by the end of CY 2004.
2. Maintain sTEP Wave concept of enforcement, participating in national mobilization periods
3. 85-100% of WI LE agencies will participate in safety belt mobilizations

Resources: \$295,000 for overtime enforcement to 75 - 100 LE agencies in return for performance of sTEP Enforcement Waves.

Self-sufficiency: Agencies will be required to pay for officer regular time to do the sTEP Waves. They will be encouraged to continue the concept after the grant period is completed.

Evaluation: Administrative evaluation. Local surveys to determine if safety belt usage has increased.

Activity: 04-02-15-IN2 LE MOBILIZATION (“BUCKLE UP or PAY THE PRICE”)

Problem: Only 66.1% of Wisconsin motorists wear their safety belts. The President has supported an initiative to increase safety belt use to 90% by 2005. In an attempt to achieve this goal, Wisconsin will continue a program of heavy enforcement combined with a hard-hitting media and public information campaign. This combination is known as a mobilization or sTEP wave.

Objective: 1. Increase safety belt use to 73% by the end of CY 2004.
2. Maintain sTEP Wave concept of enforcement, participating in national mobilization periods.

Resources: \$200,000 for overtime enforcement to 75 - 100 LE agencies in return for performance of sTEP Enforcement Waves.

Self-sufficiency: Agencies will be required to pay for officer regular time to do the sTEP Waves. They will be encouraged to continue the concept after the grant period is completed.

Evaluation: Administrative evaluation. Local surveys to determine if safety belt usage has increased.

Activity: 04-02-05 OP LAW ENFORCEMENT LIAISONS

Problem: The dissemination and sharing of information with law enforcement is a formidable task, especially with statute changes, improvements, new technology and improved program ideas. Getting the information to law enforcement personnel specifically is a challenge, best addressed by delivery through one of their own.

Objective: Continue support of four former law enforcement officers who promote traffic law enforcement, training courses and highway safety-related activities by personal contacts with law enforcement agencies, and by presentations and conference presence for businesses and community groups.

Resources: \$ 85,000 for salary and fringe, travel, meals and lodging.

Self-sufficiency: None.

Evaluation: Administrative – quarterly surveys of promotional efforts describing who, what, where, when of efforts made, and results of the efforts.

STRATEGY -- EVALUATION – Surveys & Studies

Activity: 04-02-06-OP OBSERVATIONAL SURVEY – SAFETY BELTS

Problem: Longitudinal data on safety belt and child safety seat use are required by the federal government and for state program design and analysis. The last observational survey took place in 2002. The data were used for program planning and evaluation. Additionally, observational surveys are required prior to and following periods of enforcement known as Buckle Up! mobilizations.

Objectives: 1. Review and revise survey protocol. Support automation if available.
2. Perform statewide survey during 2004, identifying vehicle type, driver/passenger, age, and gender.
3. Analyze and publish survey results by November 2004.

Resources: \$125,000. Contract for survey and raw data.

Self-sufficiency: This is a highway safety program management responsibility.

Evaluation: Did the survey provide valid, useful information? Was it cost beneficial? Did BOTS or other program staff use the data in program development/ analysis?

Activity: 04-02-06-OP SURVEY

Problem: Longitudinal data on safety belt and child safety seat use are valuable in targeting public information materials and social marketing campaigns. Multiple surveys of knowledge, attitudes and behaviors, including targeted surveys, are useful in developing media campaigns and program activities. Additionally, telephone opinion and knowledge surveys are required for Buckle Up! Enforcement mobilization waves to determine the impact and recognition of media messages.

Objectives:

1. Review public information materials. Determine what questions need to be answered by the survey. Determine what data need to be gathered to answer those questions. Determine the most effective and efficient means of gathering data.
2. Perform statewide survey during 2004, identifying which materials and strategies were most successful in affecting attitudes and behaviors.
3. Analyze and publish survey results by November 2004.

Resources: \$60,000. Contract for survey and analysis.

Self-sufficiency: This is a highway safety program management responsibility.

Evaluation: Did the survey answer the questions with valid information? Was it cost beneficial? Did BOTS or other program staff use the data in program development/ analysis?

Activity: 04-02-06-OP PROGRAM and PROJECT EVALUATIONS

Problem: Much societal and individual behavior change results from a slow process of incremental changes in knowledge and attitudes. Much problem identification, program development and evaluation is based upon outcome data rather than the more rationally linked KAB survey data or the regular observation of road user behavior.

Objectives:

1. To develop survey instruments and conduct statewide surveys.
2. To assess public opinion and beliefs about traffic safety for program planning.
3. To use these results to develop and perform program and project analyses.
4. To develop more accessible, effective and user-friendly reports and media campaigns.
5. To purchase and program pen-based computers for use in occupant protection observational surveys.

Resources: \$25,000. Contract for surveys and analyses. Purchase equipment.

Self-sufficiency: These surveys are included in safety program administration.

Evaluation: Administrative – document development, implementation and use; evaluate effect of surveys on program effectiveness.

B. Youth Safety Belt Use

STRATEGY -- EDUCATION – Outreach and Materials

Activity: 04-02-09-157OP YOUTH PUBLIC INFORMATION AND EDUCATION – Outreach/Media -- 157-Incentive Grant funded (includes PM)

Problem: Youthful drivers (ages 16 to 20) and also 21 to 34-year-old high-risk drivers contribute disproportionately to Wisconsin's highway deaths as a result of a combination of speeding, risk-taking and failure to wear safety belts. The characteristics of these subpopulations make them difficult to reach with classic slogan-based media messages. Those who respond to safety messages are already buckling up. Information and motivational materials that are closely tied to other program activity, that are narrowly targeted to the teen and college-age driver and that are delivered in venues such as in vehicles or movie theaters where they are likely to congregate with their peers are most likely to be effective. Up-to-date and well-researched materials are available from e.g. the Drug-Free America Campaign, and purchased and earned media time such as in-theater or on youth-oriented radio stations can pinpoint their delivery.

Objectives: 1. Research, develop/acquire targeted educational and motivational materials and acquire media time or other appropriate venues to distribute these materials.
2. Reach 25% of the target audiences with appropriate messages and change the behavior of 25% of them.

Resources: \$300,000. Paid Media, duplicate, print, and distribute age and target-specific materials. Purchase media time if appropriate.

Self-sufficiency: Communities will be expected to pay for reproduction of state-produced materials.

Evaluation: BOTS PI&E Evaluation Administrative- number of persons receiving messages. Impact: survey changes in KAB of each population targeted.

STRATEGY -- EDUCATION – Education/Training

Activity: 04-02-10-157OP MIDDLE/HIGH SCHOOL CURRICULUM and MATERIALS DEVELOPMENT –157 Incentive Grant funded

Problem: Youthful drivers (ages 16 to 20) contribute disproportionately to Wisconsin's highway deaths as a result of a combination of speeding, risk-taking and failure to wear safety belts. Community support for quality decision-making in these populations is being addressed in the Youth Alcohol Program. This task complements those activities by providing the communities with materials and curricula to integrate knowledge about the physics, politics, language use, etc., of safety decisions into their children's every day school experience.

Objectives: 1. To develop/purchase curricula and supporting materials integrating safety concepts into Middle and high school classes.
2. To work with the Department of Public Instruction and local school districts to accept all or portions of these curricula into required coursework (physics, English, problems of democracy, etc).
3. To reach 25% of state middle and high school students with curricula.

Resources: \$120,000. Develop, purchase, duplicate and distribute age-appropriate, educationally approved curricula and supporting materials.

Self-sufficiency: Communities will be expected to pay for reproduction of state-produced materials.

Evaluation: BOTS PI&E Evaluation Administrative- number of school systems, schools and students using the new curricula and materials. Impact: survey changes in KAB

STRATEGY -- EMPOWERMENT – Community Activities

Activity: 04-02-10-157OP TEEN-INVOLVED COMMUNITY OP ACTIVITIES 157 Incentive Grant funded

Problem: Young drivers make many judgment errors; they fail to wear seat belts on a regular basis and need to develop this habit. With the increasing proportion of 15 to 20-year-old drivers and their high crash rate, increased safety belt use has great potential for decreasing fatalities and serious injuries. Communities lack adequate resources and need assistance in expanding their efforts in reducing youth involvement in motor vehicle crashes. Many Wisconsin Communities and their school systems try to initiate safe driving programs around high-risk events such as graduation and prom or in response to local crashes, but often need a small dollar amount to assist in providing these programs. Wisconsin youth have few opportunities to be involved in youth leadership positions, advocating for themselves, developing and pursuing policies or working toward peer attitude or behavior change.

Objectives:

1. To assist up to 6 communities to implement community safe driving awareness programs by September 2004.
2. To assist up to 15 communities to implement Operation Teen Buckle Down to increase safety belt usage among young drivers by 25% in participating communities by September 2004.
3. To increase the number of youth involved in community service to 25% by September 2004.
4. To study the usefulness of an RFP process for a school-centered umbrella highway safety project.

Resources: \$148,700 for training, materials development or purchase, duplication, mailing or innovations approved by OP program manager.

Self-sufficiency: Communities will provide plan for continuing the funded activity as a condition of receiving a grant.

Evaluation: Administrative evaluation of planned activities – numbers involved; pre/post obs & KAB Survey

Activity: 04-02-04-OP ELEMENTARY and SECONDARY SCHOOLS – Occupant Protection Activities (Can be combined with youth alcohol and Pedestrian/Bike School-based activities - 03-09-04 and 03-41-07)

Problem: Teens and young adults do not buckle up consistently and some never buckle up. Schools can counter this by introducing and reinforcing the habit as an integrated portion of their school educational and social experience. Students may be involved in Safe Communities assessments and coalition building, belt use or other safety behavior surveys, program development and other empowering activities related to highway safety.

Objective: Provide funding for 4-6 School systems and reach 4,000 students with the program during 2004.

Resources: \$20,000 for training, printing and materials.

Self-sufficiency: Schools will be able to continue using the materials, projects and curricula developed locally.

Evaluation: Administrative evaluation of planned activities. Local evaluation of projects, materials and curricula.

C. Child Passenger Safety

STRATEGY -- EMPOWERMENT – Child Passenger Safety

Activity: 04-02-07-OP WINS SUPPORT

Problem: Close to 90% of child safety seats are used incorrectly. This is not the fault of the parent/guardian as instructions are not always easy to follow and can be confusing. With the large number of different child safety seats and different seat belt systems, it is hard to maintain the necessary information to answer questions from the public.

Objective:

1. Increase correct child safety seat use to 20% by 2003.
2. Provide staffing for an 800 phone number.
3. Maintain recall list of child safety seats.
4. Provide for free loan of Vince & Larry costumes.
5. Provide incentive items for the public to use.
6. Coordinate Child Passenger Safety Training Courses

Resources: \$70,000 for contractual services.

Self-Sufficiency: Cost of doing business. BOTS does not have staff or space to maintain these functions.

Evaluation: Administrative evaluation to determine how much the public uses these resources.

Activity: 04-02-14-J3 WCPA SUPPORT

Problem: Child Passenger volunteers through out Wisconsin need to have an organization that they can belong to. They do not have a method of receiving information and updates on child passenger safety issues. They do not have a resource for receiving materials or an opportunity to update their skills.

Objective:

1. Increase correct child safety seat use to 20% by 2004
2. Provide support for joint annual WCPA/EMS-Children conference and information and updates to members.

Resources: \$5,000 for conference expenses, development of a newsletter, updating, printing, and distribution of Child Passenger Safety manual.

Self-sufficiency: Attendees will pay their own expenses to attend the conference and annual membership fees.

Evaluation: Administrative evaluation. Survey of conference attendees.

Activity: 04-02-11-J3 COMMUNITY-BASED CHILD PASSENGER SAFETY FITTING STATIONS

Problem: More than 90% of child safety seats are not used correctly, even in well-educated and motivated communities. Wisconsin has about 975 certified Child Passenger Safety technicians who are available to offer assistance to families in the correct restraint of their children. Once trained, many CPS Technicians need assistance in the development of resources and materials needed to conduct proper child safety seat inspections.

Objective:

1. To develop 25 Permanent Child Passenger Safety Community Fitting Stations providing assistance to families with the installation of child restraints.
2. To increase the correct use of child safety seats to 20% by the end of 2004.

Resources: \$50,000 one-time funding for materials, supplies and auditing stations.

Self-sufficiency: Once established, Fitting Stations will be responsible for maintaining materials such as locking clips, tethers, etc., and for maintaining certification of technicians.

Evaluation: Observational survey of correct use; annual audit of all fitting stations.

STRATEGY -- EDUCATION -- Training

Activity: 04-02-12-J3 CHILD PASSENGER SAFETY TRAINING and COMMUNITY EDUCATION

Problem: Almost 90% of child safety seats are used incorrectly. This is because fitting a seat to a car and a child to a seat is confusing and difficult. Difficulties arise because child restraints are not always compatible with the vehicle, recalls may have been made, parts may be missing from the seat, etc.

Objective: Increase correct child safety seat use to 20% by 2003 by doing the following training:

1. Certify an additional 150 Child Passenger Safety Technicians.
2. Provide mentoring/assistance to newly trained CPS Technicians in a minimum of 30 communities.
3. Evaluate/modify and develop child passenger safety public information and education materials.

Resources: \$180,000 for instructor fees and expenses, participant and instructor manuals, child safety seats for classes, other instructional materials, and materials for inspections, public information and education materials.

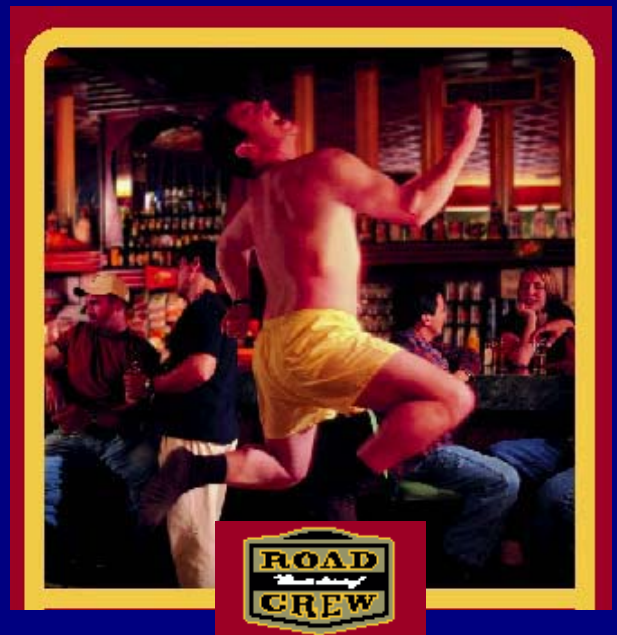
Self-sufficiency: Technicians and instructors will be required to maintain their certification by attending inspection events and mentoring less experienced technicians.

Evaluation: Administrative evaluation. Perform 3 month follow up survey of all CPS Technicians trained; conduct a follow-up evaluation statewide of at least 500 families who received assistance from CPS Technicians.

State of Wisconsin

Alcohol & Other Drug Countermeasures

2004



Program 04-03 ALCOHOL and OTHER DRUGS (AOD) COUNTERMEASURES

I. GOALS and OBJECTIVES

A. Goal

To decrease the number of alcohol- and drug-related motor vehicle crashes to 8,400 by 2004, 8,200 by 2007 and 8,000 by 2009, and to decrease the resulting deaths and incapacitating (A) injuries to 1,219 by 2004, to 1,023 by 2007 and to 845 by 2009.

1994 Baseline = 10,297 crashes and 1,987 deaths and incapacitating injuries

B. Objectives:

Objective 1: To decrease the number of motor vehicle fatal and injury crashes that are alcohol- or drug-related to 240 fatal crashes and 4050 injury crashes by the end of 2004. **

Performance Measure: The annual number of motor vehicle fatal and injury crashes that are alcohol or drug-related. "Alcohol-related" is defined as "...a crash in which at least one driver, pedestrian or bicyclist involved was listed on the crash report or by the coroner as having drunk alcohol before the crash."

***Information about drug contribution to MV crashes is incomplete due to limited staff at the State Lab of Hygiene and a policy to limit testing to AC's above the legal limit.*

Baseline: In CY 1994, 253 MV fatal crashes were alcohol- or drug-related and 5,399 injury crashes were alcohol- or drug related. Three-year averages for 1994-1996 were 264 and 5,266

Status: In CY 2002, 275 MV fatal crashes and 4,559 injury crashes were alcohol- or drug related. Three-year averages for 2000-2002 were 271 and 4,596.

Objective 2: To decrease the number of alcohol- or drug-related crashes by 2% to 8,726, deaths in these crashes by 3% to 290 and incapacitating (A) injuries in these crashes by 2% to 1,322 from 2000-2002 averages by the end of 2004.

Performance Measure: The annual number of alcohol-related motor vehicle crashes, incapacitating injuries and deaths reported to the DMV for the calendar year (plus 30 days for deaths).

Baseline: The CY 1994-1996 three-year average for alcohol-related crashes was 9,929, deaths was 285 and incapacitating injuries was 1,702

Status: The CY 2000-2002 three-year average for crashes is 8,904, deaths is 299 and incapacitating injuries is 1,349.

Objective 3: To decrease the number of driver fatalities with ACs of 0.10 or greater to 154 by the end of 2004.

Performance Measure: Number of drivers killed and who were tested for AC whose test showed AC of 0.10 or greater. (We do not include A-injuries in this objective because the AC data for injured drivers is so incomplete that it under represents the problem).

Baseline: In CY 1994, 153 drivers killed and tested had an AC of 0.10 or greater. Three-year average for 1994-1996 was 154.

Status: In CY 2002, 180 drivers killed and tested had an AC of 0.10 or greater and the 2000-2002 3-yr average was 169.3.

Objective 4: To provide information to 10,000 to 1,000,000 people by 30 September 2004 .

Performance Measure: Number of members of the legal community (prosecutors, judges, defense counsel) having direct contact with the U.W. Law School.

Baseline: In CY 1994, 5,000 to 500,000 people were reached.

Status: In CY 2002, 10,000 to 1,000,000 people were reached by interviews with media coverage, newsletters, conferences, workshops, hearing testimony and other contact.

Objective 5: To train 1,000 traffic enforcement officers in SFST, 50 officers in mobile video camera technology, 400 officers in advanced SFST, and 25 officers as DREs, and to expand DITEP program into 15 communities by 30 September 2004 .

Performance Measure: 'the number of traffic officers successfully completing the various types of training, and the number of communities participating in the training and DITEP program during the calendar year.

Baseline: In CY 1994, WI provided SFST training and had begun to require it of all officers participating in Highway Safety-funded alcohol enforcement projects.

Status: In CY 2002, 900 officers completed SFST training, 496 officers completed advanced SFST training, 16 DREs were certified and 5 communities completed DITEP training.

C. Related National Goals:

USDOT national impaired driving goals:

- to reduce the rate of alcohol-related highway fatalities per 100 million vehicle miles traveled to 0.53 by 2004;
- to reduce alcohol-related fatalities to no more than 11,000 by 2005.

The National Public Health Plan objectives for the Year 2010:

- to reduce alcohol related deaths in motor vehicle crashes by 33% from 6.1 per 100,000 population to 4 per 100,000 population,
- to reduce alcohol-related injuries by 47% from 122 per 100,000 population to 65 per 100,000 population.

II. ESTIMATED BUDGET

ALCOHOL and OTHER DRUGS FUNDS 03						
Activity	Title	Fed	State	Local	Tot Prog	Loc Benefit
04-03-01	Program Management	160,000	10,000	10,000	180,000	40,000
04-03-02	Saturation Patrol-Mobilizations	370,000	5,000	182,500	557,500	370,000
04-03-03	Alcohol Community	137,000	5,000	31,250	173,250	137,000
04-03-04	Evaluation - Surveys	70,000	5,000	0	65,000	17,500
402 TOTAL	(AL)	737,000	25,000	223,750	985,750	564,500
04-41-01	Alcohol PI&E	278,700	10,000	53,500	342,200	139,350
04-41-02	PI&E & Outreach	250,000	10,000	67,000	327,000	54,620
04-41-03	Drugs That Impair	95,000	5,000	90,000	190,000	235,000
04-41-04	Enforcement Training	120,000	5,000	889,600	1,014,600	120,000
04-41-05	Repeat Offender & ISP	125,000	5,000	2,000	132,000	125,000
410 Total	(J8)	868,700	35,000	1,102,100	2,005,800	673,970
04-03-05	Safe Ride Program C/O	275,000	3,000	10,000	288,000	250,000
04-03-06	Evaluations C/O	140,000	35,000	17,500	192,500	100,000
164 Incent	(164AL)	415,000	38,000	27,500	480,500	350,000
State 568	Pre-trial Intervention	0	779,400	12,470	779,400	779,400
State 531	Safe Ride Programs	0	140,143	10,000	137,570	137,500
State Total	(531 and 568)	0	919,543	22,470	916,970	916,970
TOTAL	ALL FUNDS	2,030,950	1,017,543	1,375,820	4,414,063	2,508,013

Note: The Alcohol Mobilizations and Sustained Enforcement are jointly funded and administered with the PTS program.

III. PROBLEM IDENTIFICATION and PROGRAM JUSTIFICATION

In a 2002 telephone survey of a sample of 750 licensed drivers randomly distributed throughout Wisconsin, nearly all respondents felt that impaired driving was a serious problem and more than half felt that it was a very serious problem in Wisconsin.

A. Magnitude and Severity of the Impaired Driving Problem

Alcohol Impaired Driving

Alcohol intoxication is the principal drug addiction in many countries of the world. It affects all age groups, both sexes and almost all social groups. Mortality associated with acute alcohol poisoning on its own is exceptional, but it can also be an important factor if it coexists with recreational drugs.

Impaired driving is the most frequently committed violent crime in America. Every 33 minutes, someone in this country dies in an alcohol-related crash.

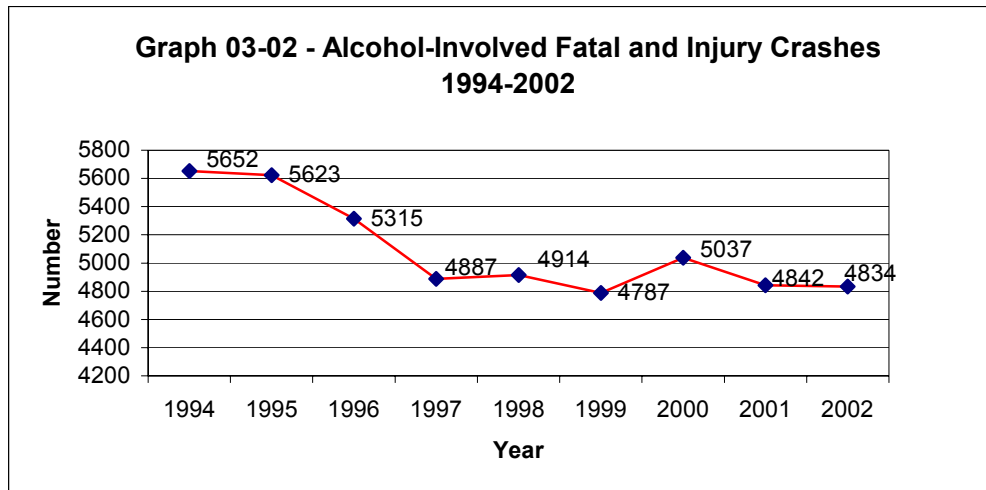
Alcohol is the single greatest driver contributing cause of fatal crashes in Wisconsin. On the average, one person was killed or injured in an alcohol-related crash every 76.8 minutes on Wisconsin roadways in 2002. Even small amounts of alcohol can affect transportation-related performance.

Table 03-01 -- WISCONSIN ALCOHOL CRASH DATA 1994-2002											
ALCOHOL CRASH EFFECTS	1994	1995	1996	1997	1998	1999	2000	2001	2002	94--96 3-yr av	00-02 3-yr av
Alcohol-Related Crashes	10,279	10,170	9,338	8,627	8,475	8,446	9,088	8,675	8,922	9,929	8,904
Alcohol-Related Fatalities	278	282	295	309	282	270	301	304	292	285	299
Alcohol-Related Injuries	8,039	7,890	7,496	6,797	6,850	6,563	6,827	6,586	6,570	7,808	6,664
Alcohol-Related A-Injuries	1,853	1,692	1,560	1,378	1,383	1,331	1,356	1,319	1,371	1,702	1,349
Total K&A	2,141	1,974	1,855	1,687	1,665	1,601	1,657	1,623	1,663	1,987	1,648

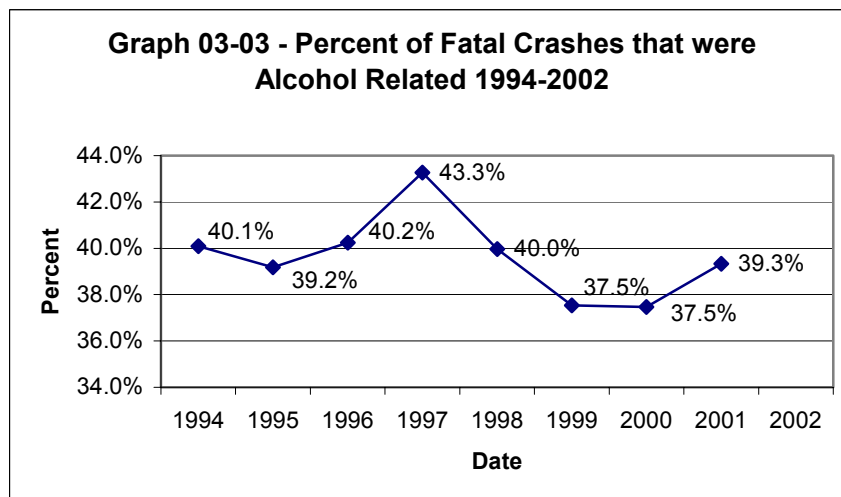
Source: WisDOT Crash Database

Alcohol Crashes

In 1983, 20,216 alcohol-related crashes occurred in Wisconsin. This number has decreased by 56% to 8,922 in 2002. Alcohol-involved crashes have declined by 828 (15%) from our base year of 1994 to 2002, but they have increased by 247 (3%) from 2001 to 2002: In 2001, alcohol was a factor in 7.1% of all crashes and 39.6% of fatal crashes. In 2002, it was a factor in 7% of crashes and 38% of fatal crashes.



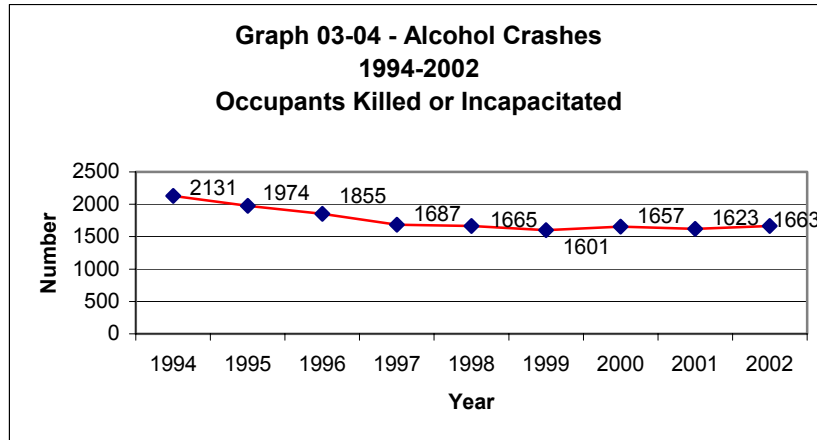
Nationally in 2002, alcohol-related deaths rose 3% over 2001, the third straight increase after a decade of decline. Since 1982, injuries had declined by about one-third, and the number of people who died in alcohol-related crashes was essentially unchanged -- 16,652 in 2001. In Wisconsin, fatalities in alcohol-related crashes have increased by 14 (6%) since 1994, but decreased by 12 from 2001 to 2002:



About 40% of Wisconsin's fatal crashes are alcohol-related and while the percent has varied from year to year, there has been no clear downward trend since 1994.

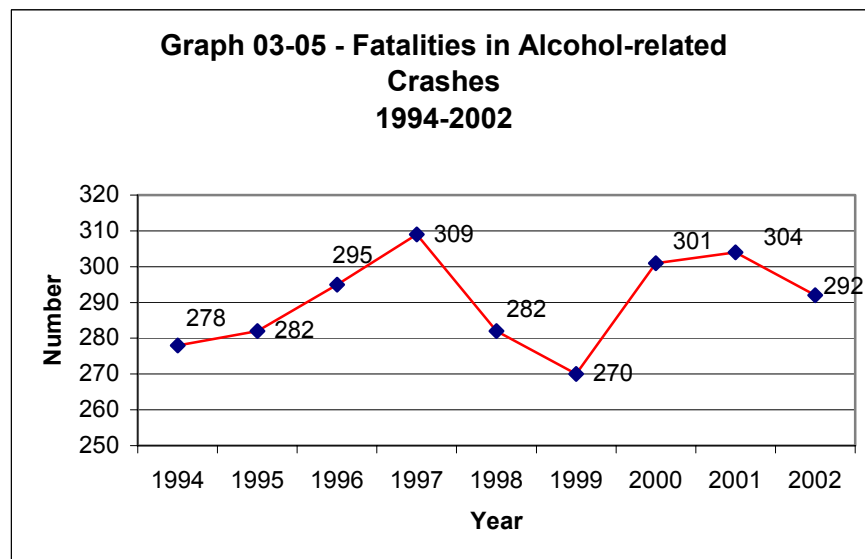
Alcohol Fatalities and Injuries

The number of occupants killed or incapacitated in alcohol crashes has decreased by 468 (22%) from 1994 to 2002. This downward trend continued until 1999, and after that has generally trended upward. In 2002, alcohol was a contributing circumstance in 292 deaths; this represents 38% of all traffic fatalities. Alcohol-related fatalities have decreased by 27% since 1983, when there were 417 such fatalities.

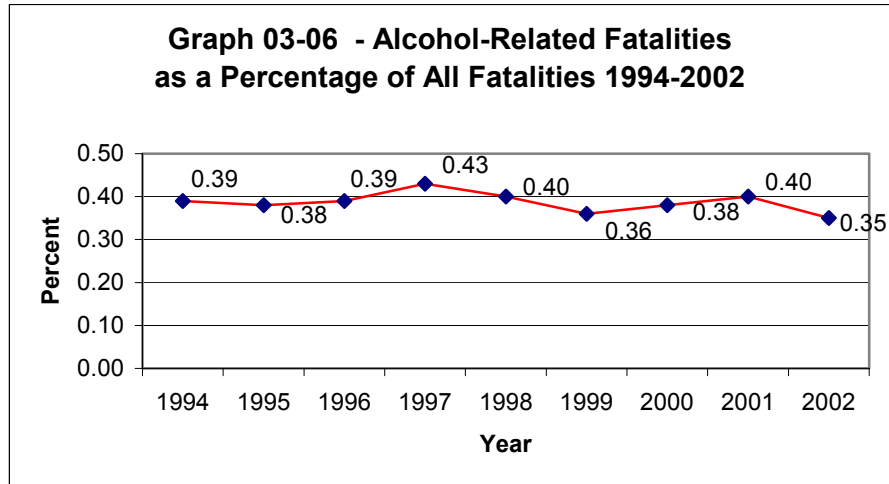


Injuries

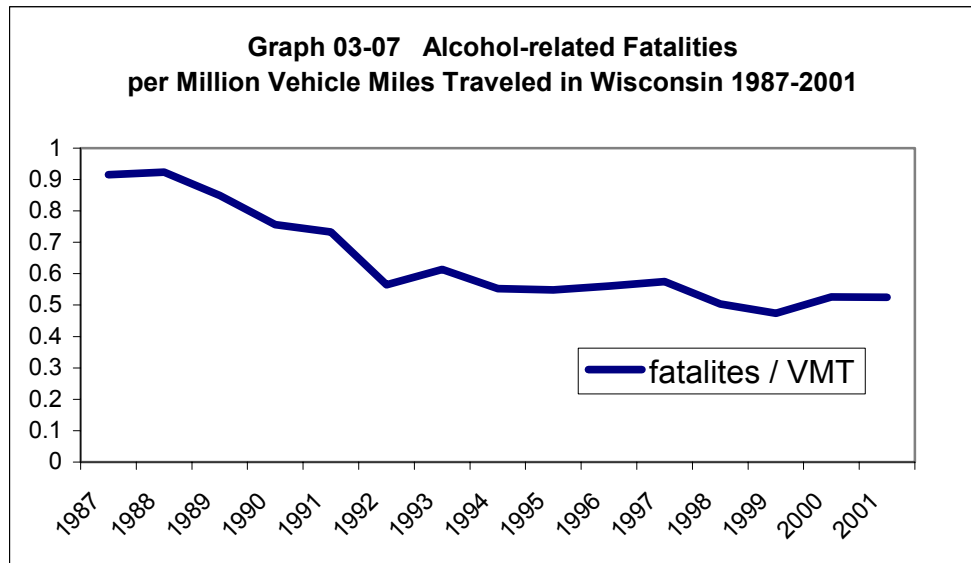
During 2002, 6,576 injuries were reported in alcohol-related crashes. This represents 11% of all crash injuries. Alcohol-related injuries have decreased by 54% since 1983, when there were 14,282 such injuries.



In Wisconsin, while the percentage of alcohol-related fatalities has decreased by 4% from 1994 to 2002, the variation from year to year has averaged 4%, so no clear trend can be identified. Nationally, the percentage of alcohol-related traffic fatalities remained at 40% of the total from 2000 to 2001.



In 2002, Wisconsin experienced 0.5 alcohol-related fatalities per 100 million vehicle miles traveled and 18.49 alcohol-related fatalities per 100,000 population. The declining slope of the rate of alcohol crashes per HMVMT relates more to the nearly geometric increase in miles traveled than to any real change in alcohol crash incidence.



The greatest gains in the fatality rate per HMVMT occurred in the late 1980's through early 1990's. Since 1994, the rate has ranged from 0.47 to 0.58 but has averaged .53, with only a slight downward trend.

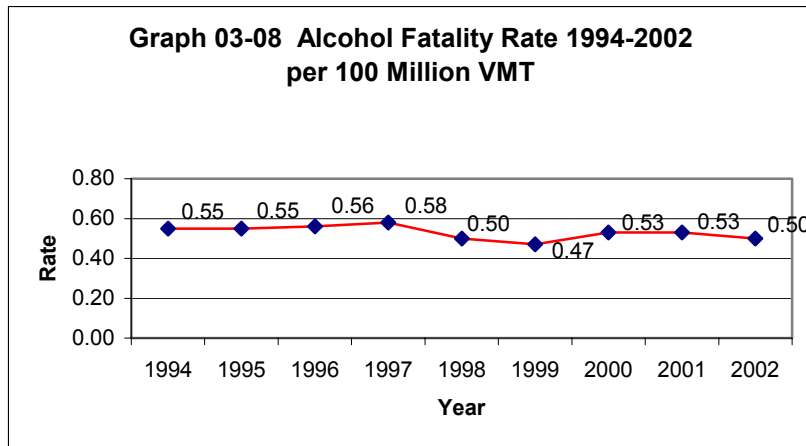


Table 03 09 -- WI DRINKING DRIVERS IN CRASHES 1996-2001							
	1996	1997	1998	1999	2000	2001	3-Yr Av. 1999-2001
Drivers in Crashes	9,381	8,609	8,444	8,491	9,135	8,702	8,776
Rate/1,000 Drivers in Crashes	40.8	39.6	39.9	38.8	39.0	41.4	40.0

Alcohol Crash Costs

In Wisconsin in 2002, preliminary estimates indicated that alcohol related crashes resulted in about \$525 million in economic losses. This represents about 19% of the estimated total economic loss due to motor vehicle crashes in Wisconsin. The societal costs of alcohol-related crashes in Wisconsin averaged \$0.70 per drink consumed. People other than the drinking driver paid \$0.40 per drink for these crashes. Alcohol-related crashes accounted for an estimated 13% of Wisconsin's auto insurance payments. Reducing alcohol-related crashes by 10% would save \$60 million in claims payments and loss adjustment expenses annually. (Source NHTSA, 2001)

B. Risk Factors for Crash Involvement and Injury

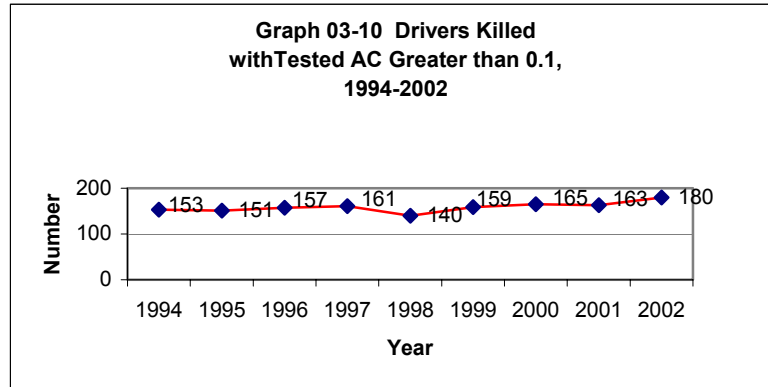
Alcohol Consumption in Wisconsin/Cultural Norms

Wisconsin leads the nation in the percentage of adults who drink alcohol, according to a study at the Centers for Disease Control and Prevention in Atlanta. In 1982, Wisconsin was number one nationally in beer consumption per capita, but dropped to seventh by 2000. (Beverage Industry Sources quoted by "Beer Drinkers of America," April 1994; Wisconsin Alcohol Traffic Facts Book 2000)

In the 1999 Behavioral Risk Factor Survey (BRFS) released in May 2002, Wisconsin led all states in the percentage of adults (19.6%) who said they have had five or more drinks in a single sitting in the last month, or "binge drinking". The results of the drinking survey came as no surprise to most Wisconsin residents. The state led the nation in drinking in the last two BRFS studies, as well.

Alcohol Concentration (AC)

Even at ACs as low as 0.04%, alcohol affects driving ability and crash likelihood, according to “Zero Alcohol,” *Transportation Research Board Special Report #216*. The probability of a crash begins to increase significantly at 0.05 AC and climbs rapidly after about 0.08%. The official position of the State Medical Society of Wisconsin is that significant impairment occurs at 0.05 AC.



In 2002, of the 559 drivers who died in crashes, 457 were tested for alcohol and of those tested, 180 (39.4%) were legally intoxicated (i.e., 0.10 AC or higher).

For drivers with AC's above 0.15% on weekend nights, the likelihood of being killed in a single-vehicle crash is more than 380 times higher than it is for non-drinking drivers. In Wisconsin, 11% of surviving drivers in fatal crashes tested at over 0.10 AC, while the National average was 9% of surviving drivers. *NHTSA Traffic Safety Facts* (1999). In 2002, 16% of tested pedestrian fatalities and 30% of tested motorcycle operators killed in crashes had an alcohol concentration of 0.10 % AC or higher.

Gender

In Wisconsin crashes involving men are much more likely than those involving women to be alcohol-related. Among fatally injured drivers in 2002 tested for AC, 45% of men and 26% of women had AC's of 0.10% or more. Alcohol involvement above a 0.10 AC for fatally injured drivers is highest for men age 35-44.

Age

Table 03-11 Wisconsin Driver Age and Crash Involvement 2002								
Age	Population	% Total	Number Licensed	% Total	# in Crashes	% Total	Drinking Drivers	% Drinkers
10-14	403,074	7.5%	0	0%	170	0.1%	5	0.0%
15-19	407,195	7.6%	222,923	5.8%	31,196	14.2%	988	11.1%
20-24	357,292	6.7%	343,995	9.0%	28,777	13.1%	2,171	24.4%
25-34	706,168	13.2%	675,336	17.6%	37,738	17.9%	2,217	24.9%
35-44	875,522	16.3%	827,257	21.6%	37,708	18.1%	1,971	22.1%
45-64	1,190,047	22.2%	1,207,031	31.5%	44,581	20.4%	1,354	15.2
65-84	696,928	11.3%	516,220	13.5%	14,478	6.8%	179	2.0
85+	95,625	1.8%	42,805	1.1%	1,214	0.6%	4	0.0

Source: Wi Traffic Crash Facts

Male drivers ages 25-44 constitute the majority of fatally injured drivers with high ACs; this group has shown only a modest decline since the 1980s in the percentage of fatally injured drivers with high ACs.

While the number of very young people involved in crashes is low, it is symptomatic of a systemic, cultural problem of widespread availability of liquor and liquor-related community or interest group activities. While the 25 to 44-year-old group is greatly disproportionate in both general and alcohol related crashes, no age group is exempt. Wisconsin residents drink and drive at all ages.

The highest drinking driver rate continues to be for the 21 to 34-year-old age group; nearly two-thirds of 21 to 34-year-olds involved in crashes are drinking. . The second highest crash rate is for 19 to 20-year-olds at an average of 43 drinking drivers per 1,000 drivers in the age group involved.

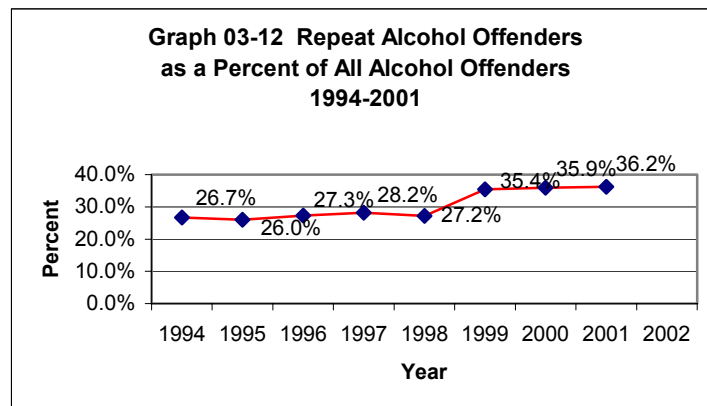
Location

In 2002 in Wisconsin's 72 counties, the number of alcohol-related deaths ranged from 0 to 22, and in only 7 counties were more than 10 persons killed. The number of persons killed or sustaining incapacitating injuries ranged from a low of 8 to a high of 991 by county, and in only 29 counties were more than 100 persons killed or incapacitated during 2002. These relatively small numbers make effective distribution of funds quite difficult.

Prior Impaired Driving Arrest

The National Transportation Safety Board (NTSB) defines "hard-core" drunken drivers as those with prior arrests or convictions who continue to drive drunk or people caught driving with a blood alcohol level nearly double the legal limit. NTSB estimates that such people make up less than one % of all drivers but make up 27% of drivers in fatal crashes.

Two-thirds of drinking drivers involved in fatal crashes in Wisconsin had no prior OWI convictions. In Wisconsin for the years 1991-2000, 13,871 drivers who had been drinking were involved in crashes that resulted in a fatality or an incapacitating injury. In 2000, of the 1,214 drivers involved in such crashes, 824 (68%) had not been convicted of an OWI since January 1, 1989 when long-term record keeping began. Interventions historically have been based on number of prior arrests, but most drivers in fatal alcohol crashes never have a chance to be entered into the system.



Time of Day/Day of Week

Alcohol involvement in crashes peaks at night and is higher on weekends than on weekdays. In 2001, among Wisconsin drivers of all types of motor vehicles killed between 1 pm and 6 am, 85% of those tested had ACs at or above 0.10. During other hours this percent drops to 74%. Nationally 40% of fatally injured drivers on weekends (6 pm Friday to 6 am Monday) and 53% of those killed in weekend nighttime crashes had ACs of 0.10% or more in 2000. During weekdays (6 am Monday to 6 pm Friday), the proportion drops to 21% but rises to 41% for weekday nighttime crashes.

Drugs Other Than Alcohol

Frequency: Only limited data are available on the frequency of drugged driving. In part, this is because many drug-impaired drivers are never detected. Secondly, many drug users also drink. So when they are detected, they may be arrested and statistically reported as being only alcohol impaired. In addition, due to economic and other factors, crash-involved drivers are seldom chemically tested for drugs other than alcohol. However, some research suggests that impairment by drugs other than alcohol may be a considerable problem.

Drug abusers routinely take combinations of drugs simultaneously. This behavior, called polydrug use, is so common in some areas the practice may be more prevalent than single drug use. One of the most frequent combinations involves alcohol with virtually any other drug. In a 1985 study, the Los Angeles Police Department tested 173 drivers arrested for being under the influence of drugs. Of these 81, or 47%, had consumed alcohol and some other drug in combination. Anecdotally, Manitowoc DREs see illegal drug in combination with alcohol use, especially high alcohol use. In many instances, toxicological tests are not being conducted for drugs. A 1990s UMTRI study suggested that about 5% of drivers arrested for alcohol impaired driving had ingested other drugs.

Other studies have indicated that drivers previously arrested for drug offenses pose a greater traffic safety risk than others. A report from the California Department of Motor Vehicles, *The Relationship Between Drug Arrests and Driving Risk*, concluded that drug arrestees are involved in nearly one and a half times as many serious traffic crashes as the general population, they commit a high number of traffic violations, and crash investigations have found them to have a significantly greater culpability than the general driving population.

During 2004, Wisconsin will participate in the international Roadside Testing Assessment 2 (ROSITA2) Project to test on-site saliva sample drug detection devices and to assess the prevalence of illegal drug use among drivers failing a standard field sobriety test.

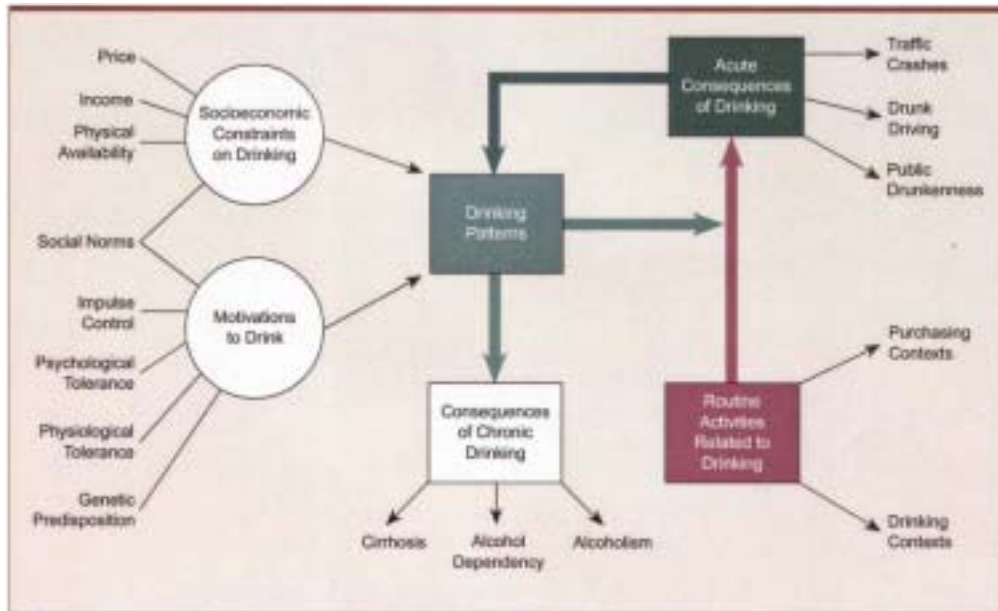
IV. STRATEGIES FOR DECREASING DEATHS & INJURIES

A. Strategies Selected for 2004

The safety professional who wants to develop effective strategies for countering impaired driving must first recognize that drinking is a social behavior and a public health problem, and then must be able to identify the relationships between motivations to drink and socioeconomic constraints on

drinking, drinking patterns and routine activities related to drinking and associated consequences. These may vary between states and between communities and even within communities where there are marked differences in social groupings.

Figure 03-13: Ecological Model of Drinking Behavior



Alcohol Health & Research World Vol.17, No. 1, 1993

The 37% drop in alcohol-related deaths from 1982 to 1999 is generally attributed to stronger laws, tougher enforcement and adjudication, more effective public information and education, and changed attitudes about drinking and driving.

The **2003 Wisconsin Alcohol Reassessment** provided the following priority recommendations (organized by strategy):

Program Management:

- Enhance the identity of BOTS as the voice for change
- Encourage state and local input into the HSP development process
- Coordinate and consolidate impaired driving task forces and efforts
- Establish a Governor's Task Force on Impaired Driving

Enforcement/prosecution/adjudication:

- Establish a Law Enforcement Task Force on Impaired Driving
- Encourage enforcement agencies to make OWI a priority
- Form a judicial workgroup to improve OWI adjudication

Enactment:

- Increase the beer tax and dedicate a portion to enforcement, prosecution and adjudication
- Review all laws and regulations re: sale of alcohol and recommend changes

- Repeal law allowing persons under 21 to drink in licensed establishments when with a parent or spouse over 21.
- Enact 0.08 per se law
- Consider changing implied consent law to permit DMV administrative suspension for blood AC test refusal

Evaluation:

- Assign priority to completion of Model Impaired Driving Tracking System and coordinate other projects with this effort
- Communicate progress on Model Data System with all partners and stakeholders
- Assign priority to completion of CCAP portion of Model Data System to permit electronic records transfer between courts and DMV
- Redesign driver records inquiry system and redesign driver records abstracts to improve accessibility and usefulness
- Evaluate Safe Ride Program
- Research effects of Wisconsin's civil OWI statute

Education:

- Disseminate "Best Practices" information
- Implement a PI&E campaign to address cultural norms re: alcohol use and impaired driving
- Develop statewide PI&E campaign to reduce OWI injuries and fatalities

Strategy: Community Empowerment - Changing Societal Norms and Community Attitudes
Americans agree that drinking and driving is a serious problem. Societal norms have changed. Fewer people are driving after drinking and more are getting caught when they do. Equally important, Americans support the strict enforcement of these laws and swift and fair sentencing for offenders.

The literature on OWI includes many "lessons" on dealing with the drinking driver. While experts in the field may disagree, the following list of suggestions from the experts seems to recur regularly. All come from the literature representing in-depth studies from diverse perspectives.

- **Multiple Strategies:** A variety of measures should be available to use on drunk driving offenders. The most appropriate ones should be used in combination. No one measure, or set of measures, is most effective on every offender.
- **Individual Assessment:** Sanctions and/or treatment and educations programs should be tailored for each offender. Virtually all the sources say that an assessment should be made of each offender.
- **Monitoring:** All offenders should be closely monitored to ensure that they are meeting program requirements – and penalties for not meeting the requirements should be certain and immediate.

- **Hard-core Drinking Drivers:** Unfortunately, these “hard core” offenders are more likely to have alcohol problems and are less likely to be influenced by “rational” sanctions such as threats of fines or incarceration. For these offenders, the emphasis should be on incapacitation rather than on deterrence. Vehicle confiscation or immobilizations may be necessary.
- **Good records.** Without good records, offenders who have been caught driving drunk can pass themselves off as “first time offenders” several times. Many researchers oppose allowing “first time” offenders to escape having the OWI conviction included on their records because doing so allows them to repeatedly be “first time” offenders.

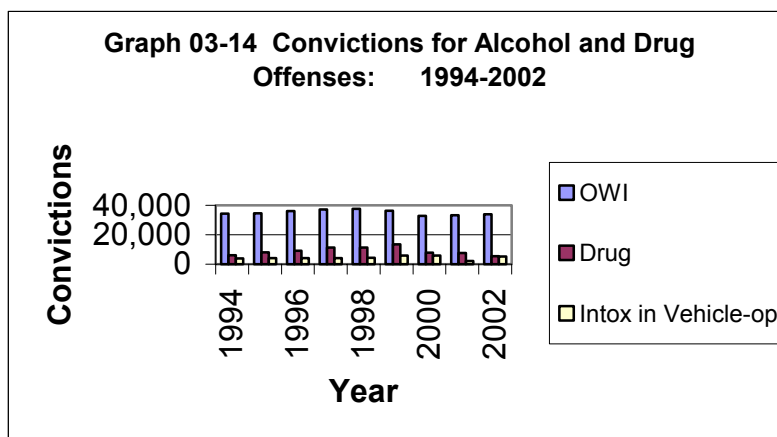
Excerpt from the Dieringer Research Group Database Search Report, Summary and Conclusions of the Evaluation of Alternatives to Incarceration for Repeat Drunk Drivers. (May, 2001)

The Wisconsin Legislature has funded two community-based alcohol programs. They provide continuing funding for community Intensive Supervision Projects initially funded with Highway Safety Funds, and they support the Wisconsin Tavern League’s “Safe Ride” program of free cab rides home from participating Tavern League member drinking establishments.

Strategy: Enforcement

In a 2002 telephone survey of a sample of 750 licensed drivers randomly distributed throughout Wisconsin, 90% of respondents thought that most impaired drivers are not pulled over by police, and almost 60% thought that only 5% or fewer impaired drivers are arrested. These respondents had relatively accurate understanding of Wisconsin OWI penalties; nearly 80% favored Safe Ride Programs and just under two-thirds thought that a passive alcohol sensor would be a valuable tool for traffic officers and that PAS do not infringe upon privacy rights.

In 2002 in Wisconsin, 44,452 or 5.1% of all traffic convictions were for alcohol or other drug-impaired driving offenses. Operating While Intoxicated (OWI) convictions rose gradually to a high of 37,130 in 1986, declined to 33,056 in 1989, rose again to a high of 38,056 in 1998, but have declined since then and totaled 33,983 in 2002, about the 1989 level.



"Saturation Patrols" are law enforcement efforts that combine a high level of sustained enforcement with intense enforcement mobilizations around the July 4 and December holiday periods. Mobilizations are high-profile law enforcement programs combined with paid and earned media, and evaluated in terms of public awareness and public changes in behavior. These Saturation Patrols will consist of 5 actions: 1) Sustained Enforcement – monthly OWI operations by agencies serving at least 65 % of the state's population; 3) Intense Publicity – paid and earned; 4) Pre/post Knowledge/Attitude/Behavior Surveys; and 5) Monthly Reporting of enforcement and media activity.

Wisconsin will organize a December holiday alcohol enforcement mobilization and a mid-summer traffic law enforcement mobilization concentrating on alcohol on 16 consecutive nights spanning three consecutive weekends by agencies serving at least 85% of the population. The agencies participating in the mobilizations will be required to maintain a high level of sustained enforcement by deploying monthly patrols combined with speed and other high-risk behavior enforcement efforts funded through the Police Traffic Services program.

A hard-hitting media campaign developed during 2003 will be integrated into the mobilization and sustained enforcement efforts. Pre- and Post-enforcement period surveys of public awareness of the mobilizations will take place in DMV stations. Participating agencies will be required to provide monthly activity reports.

One surprising effect of stepped up enforcement is that Driving After Revocation and Suspension has increased dramatically since 1990. In 2002, 22,392 convictions for Operation after Revocation and 25,288 convictions for Operation while Registration Suspended were entered on driver records. In Wisconsin counties, 15% of those found guilty of OWI do not follow through and receive their assessments or follow their "Driver Safety Plan" as ordered by the courts. This continues in a large part due to lack of follow up on judicial orders and findings of contempt or serving of bench warrants to insure compliance. These increases are occurring at a time that traffic law enforcement is competing with increased calls for service and increased pressure for criminal enforcement due to drug and gang activities.

Strategy – Education - Training of Law Enforcement Officers

Standard Field Sobriety Test (SFST) Training is a NHTSA-approved curriculum that has been demonstrated to provide highly accurate assessments of driver alcohol impairment, and that has gained court acceptance. All agencies receiving highway safety grants for traffic law enforcement require SFST training of their traffic officers. A state-funded position in BOTS schedules and administers SFST training statewide.

NHTSA developed a national Drug Evaluation and Classification (DEC) Program curriculum in partnership with the International Association of Chiefs of Police (IACP). By fall 1995, more than half the states and the District of Columbia had adopted the DEC program, and the program has gained court acceptance

Drug Recognition Expert (DRE) training produces certified officers who can reliably detect drug impaired drivers approximately 90% of the time. The DRE program is a valid method for identifying and classifying drug-impaired drivers. The DRE program requires scientifically sound support by the laboratory.

Drug Impairment Training for Educational Professionals (DITEP) provides expertise to school personnel in the detection of drug impaired students. A part-time DRE-trained former officer serves as the state's DRE and DITEP training coordinator. The Youth Alcohol Program Manager will incorporate DITEP training with other community/school youth efforts.

Strategy: Education - Training of the Prosecutorial and Judicial Community

The dissemination and sharing of information is a formidable task, especially with statute changes, new case law and ever changing technology. Getting correct information to judges, prosecutors, law enforcement, defense attorneys, legislators and educators is an ongoing challenge as is changing behavior. Highway-safety funded positions at the UW Law School perform legal research and write articles, provide information and consultation about impaired driving issues and policies to judges, prosecutors, defense attorneys, legislators and educators and organize the annual state impaired driving conference.

Strategy: Education - Public Information – Media Campaigns

Mass media can provide information to those ready, willing and able to receive that information. Education of the public and advocacy groups has helped enact legislation and transmitted knowledge about the provisions and penalties of laws in ways that increase their deterrent effect, and has generated public support for law enforcement programs.

Mass media can provide motivation for behavior change only in those drivers predisposed to change or when associated with another safety strategy such as traffic law enforcement. Intense publicity will be associated with periodic law enforcement mobilizations, relying on paid media and earned media, using a strong OWI enforcement message and media campaign developed during 2003.

B. Criteria for Project Selection

Alcohol Saturation Patrol (Mobilizations and Sustained Enforcement) Projects: Priority for funding will be given to the counties and communities:

- (1) with populations in excess of 10,000, and with many highway miles and other exposure factors;
- (2) with the most impaired driving crashes or impaired driving crashes with serious injuries and deaths and/or a high injury to death ratio;
- (3) demonstrating use of multiple sources of local data (crash, citation, conviction, CODES, e-codes, surveys) to identify local high-risk populations and locations, and to deploy patrols;
- (4) demonstrating willingness to coordinate enforcement with other community safety strategies, especially through a local Safe Community Coalition;
- (5) demonstrating willingness to coordinate activities with other jurisdictions;
- (6) demonstrating willingness and ability to commit local funding and other match; and to sustain traffic enforcement without Highway Safety funds;
- (7) with a plan for local evaluation of the effectiveness of targeted enforcement; and
- (8) with a history of using Highway Safety funds effectively as seed money to develop continuing programs.

Smaller communities may be eligible if they demonstrate problems of unusual scope or unusual buy-in and effectiveness in past Highway Safety projects.

- Alcohol Community Projects: Priority for funding will be given to counties and communities with
- (1) populations in excess of 10,000 with many highway miles and other exposure factors -- or a smaller community with a problem of unusual scope or unusual buy in and effectiveness in past highway safety efforts;
 - (2) with the most impaired driving crashes or impaired driving crashes with serious injuries and deaths and/or a high injury to death ratio;
 - (3) demonstrating willingness to coordinate a range of safety strategies, programs and funds;
 - (4) demonstrating willingness and ability to commit local funding and other match; and to sustain the effort without Highway Safety funds;
 - (5) with a plan to evaluate the effectiveness of the innovation; and
 - (6) with a history of using Highway Safety funds effectively as seed money to develop continuing programs.

Approved alcohol activities for inclusion in Safe Community programming include involvement of local prosecution and judiciary in leadership or planning, target audience identification and focus group data collection, incorporation of the new state alcohol media campaign into local materials and activities, organization of Victim Impact Panels, vendor training/ development of vendor standards for community events, Safe Ride programs coordinated through the local Tavern League, the Road Crew Program, law enforcement training in SFST and 8-hour Drug Block, and planning for inclusion in the Pretrial Intensive Supervision Program.

V. ACTIVITIES and ESTIMATED FUNDING by STRATEGY

A. General AOD Program

Strategy -- ADMINISTRATION

Activity: 04-03-01-AL PROGRAM MANAGEMENT

Problem: Short and long-term planning, coordination and management of the Alcohol and Drugged Driving Countermeasure Program and activities in Wisconsin.

Objectives: To achieve alcohol and youth alcohol program goals, employing the most effective and cost-effective strategies and activities.

Activities: Manage and administer alcohol and other drug safety program activities including analysis, grant applications, contract management and fiscal management of federal and state funded programs and projects, with assistance of 410 Advisory Committee, the DRE Oversight Committee and the SFST Advisory Committee. Manage and administer the Youth Alcohol Program coordinating all highway safety activities for Wisconsin youth, including the OJJDP Enforcing Underage Drinking Program, emphasizing prevention activities. Serve as a liaison to other DOT units, other state agencies, associations and organizations on alcohol highway safety issues.

Resources: \$160,000. \$153,000 for wage and fringe for Alcohol Program Manager and Youth Alcohol Program Manager, DP costs, M&S, training and travel, printing, postage. \$7,000 for Advisory Committee travel, meals and lodging.

Self-sufficiency: None.

Evaluation: Compare program objectives and planned activities with accomplishments and comment on reasons for success or lack thereof. Quarterly and final reviews and Annual report.

STRATEGY -- ENFORCEMENT

Activity: 04-03-02-AL MOBILIZATION and SUSTAINED ENFORCEMENT "ALCOHOL SATURATION PATROLS"

Problem: WI counties and municipalities that are over-represented in alcohol related crashes and that have at least 60% of the state's alcohol-related crashes and 85% of the State's population must participate in at least one alcohol mobilization as well as sustained enforcement efforts over the year to make WI eligible for 410 funding. These enforcement efforts must be tied to a strong message that creates an awareness of increased risk of enforcement by the traveling public.

Objectives

1. Organize "sustained" (at least once monthly) alcohol enforcement deployments "Saturation Patrol" coverage in areas representing more than 85% of the population of Wisconsin and in which at least 60% of the alcohol-related crash fatalities have occurred and/or a disproportionate fatality to crash ratio was observed.
2. Organize state participation in the national Alcohol Mobilization scheduled for December 2003 to reach 100% of the State's population.

Activities: Organize and schedule Alcohol Selective Traffic Enforcement-in at least 30 community saturation patrols during FFY04. Develop and coordinate a media campaign with a strong alcohol-enforcement message with these deployments and organize pre/post surveys to determine effectiveness of the activity.

Resources: \$370,000 for overtime wages, fringe, PI&E materials, M&S, postage.

Self-sufficiency: Voluntary participation in statewide effort is invited. Reports of effectiveness of Saturation Patrol countermeasure activity will be distributed statewide to encourage participation.

Evaluation: Pre/post KAB surveys, monthly activity reports, final enforcement activity reports, a final administrative evaluation report. BOTS Data analysis Unit will perform overall program evaluation.

STRATEGY -- EDUCATION - Training

Activity: 04-41-04-J8 LAW ENFORCEMENT SFST TRAINING – 410 funded

Problem: Law enforcement recruit training in Wisconsin currently does not prepare officers properly for detecting and apprehending impaired drivers.

Objectives: Train 1,000 officers in SFST and 50 officers in mobile video camera technology.

Activities: State-funded staff will organize, schedule and arrange for instructors and materials to implement training of traffic officers in SFST and Mobile Video Camera use.

Resources: \$120,000 for instructor wages, printing, postage.

Self-sufficiency: Establish the NHTSA 24 hour SFST curriculum as part of the basic law enforcement recruit curriculum. Encourage vendors of MVC equipment to provide comprehensive training.

Evaluation: Count the number of officers trained in SFST and in MVC use, and survey law enforcement agencies to determine impact of training.

STRATEGY -- EDUCATION – Public Information and Education

Activity: 04-41-01-J8 PUBLIC INFORMATION/MEDIA CAMPAIGNS - 410 funded

Problem: Both the dissemination of information about statute changes, improvements, new technology and improved program concepts and practices and the motivation of the various target groups to act on that information is required for the effectiveness of other safety strategies. Effective campaigns require

planning and packaging of information, motivational messages, selection of appropriate media and audience segments and organizing these in a timely manner. An umbrella campaign with a strong enforcement message is needed to support all enforcement efforts.

Objectives: 1. Increase the knowledge level and subsequently change the behavior of Wisconsinites regarding impaired driving. To incorporate PI&E into AOD programming in accord with long-range PI&E plan.
2. To reach 25% of the target audiences with appropriate messages and change the behavior of 25% of them.

Activities: Alcohol PI&E, Paid Media: Purchase time in appropriate locations and on appropriate media to increase awareness of enforcement activity. \$200,000
Alcohol PI&E, Reproduction: Production of the various campaign components created during 2003 and reproducing as needed current PI&E materials as our stock is depleted, if material is still timely and appropriate \$18,700
Educate WI about 0.08 and Impairment: Development and production of an educational campaign to counteract the misinformation widely broadcast during the Legislative debate about 0.08 \$60,000

Resources: \$ 278,700 Paid Media; Contractual services, printing, postage.

Self-sufficiency: If materials and messages are incorporated into multiple-strategy campaigns, they are more likely to be incorporated into behaviors, programs and organizations.

Evaluation: BOTS PI&E evaluation Administrative- number of persons receiving messages. Impact: Pre/post survey changes in KAB

Activity: 04-41-02-J8 UW LAW SCHOOL RESOURCE CENTER on IMPAIRED DRIVING: OUTREACH TO LEGAL COMMUNITY - 410 funded

Problem: The dissemination and sharing of information is a formidable task, especially with statute changes, new case law and ever changing technology. Getting correct information to judges, prosecutors, law enforcement, defense attorneys, legislators and educators is an ongoing challenge as is changing behavior.

Objectives: 1. Provide information about impaired driving issues and policies to 10,000 judges, prosecutors, law enforcement, defense attorneys, legislators, and educators by the end of 2004.
2. Coordinate an annual state alcohol conference by April 2004.
3. Evaluate effect of Resource Center on impaired driving in WI.

Activities: Resource Center on Impaired Driving: Continue funding support for 2.0 FTE positions plus administrative support and student stipends for the Resource Center at the UW Law School for information sharing and dissemination to the legal community by means of telephone consultations, organization of annual conference, research and writing of articles for legal publications. \$250,000

Resources: \$250,000 Contractual services, printing, postage.

Self-sufficiency: Continue dialog with UW Law School on this subject.

Evaluation: Monitor reports to identify the use of the Resource Center and efforts made to disseminate the information to interested parties. Tracking efforts to increase the sharing of information.

STRATEGY -- EMPOWERMENT – Community Programs

Activity: 04-03-03-AL COMMUNITY ALCOHOL PROJECTS

Problem: The most effective behavior change programs occur at the local level, taking into account local needs, resources and cultural practice. The most successful programs also make use of multiple strategies and disciplines to approach not only the individual but also the context in which he or she operates. Dane County's successful community-based reward program for notifying law enforcement about impaired drivers can be adopted by other communities. Wisconsin's Road Crew demonstration project to separate 21 to 34-year-old drinking drivers developed several models that can be adopted by other communities.

Objectives: 1. Assist 10 high-risk communities to develop multi-disciplinary, multi-strategy impaired driving programs with science-based activities and a strong evaluation component. \$50,000
 2. Mobile Eyes: To support the first of a four year coordination of a state Mobile Eyes program and develop the program in 10 communities. \$80,000.
 3. Road Crew program: Provide seed monies to three communities to work with the materials produced in our 21 to 34-year-old project to implement programs in their communities. \$20,000.

Activities: Coordinate with the Safe Communities Program to encourage the development of alcohol-focused community programs; support the development of statewide coordination of Dane County's Mobile Eyes reward program to expand the community-based impaired driving program into other communities; encourage the adoption of Road Crew activities, either as part of Safe Community activities or as stand-alone community projects..

Resources: \$150,000. \$50,000 for community programs. \$80,000 for wage, fringe, travel, training, contractual services, M&S, etc., for Mobile Eyes; \$20,000 for contractual services, printing and postage for the Road Crew.

Self-sufficiency: Additional and alternative funding sources will be investigated.

Evaluation: Documentation of the process. Impact and outcome evaluations of local activities.

Activity: 04-41-05-J8 PRE-TRIAL INTENSIVE SUPERVISION PROGRAM (ISP) - Federal 410 funded

Problem: Repeat OWI (Operating While Intoxicated) offenders continuing their impaired driving behavior.

Objectives: Implement 2 new community ISP efforts attempting to change the behavior and lifestyle of repeat OWI offenders.

Activities: Promote and implement 2 new ISP programs, assist to recognize their need and organizing the effort necessary to put a successful program in place. Continue to meet semi-annually with all program participants.

Resources: \$125,000 Wage and fringe, contractual services, M&S, travel, and lab fees.

Self-sufficiency: Federal funding is matched with state and local funding to initiate these programs.

Evaluation: BOTS is coordinating the evaluation effort that is required by the legislation that created the funding and prepares a report to the legislature every year.

Activity: PRE-TRIAL INTENSIVE SUPERVISION PROGRAM (ISP) - State Approp. 568

Problem: Repeat OWI (Operating While Intoxicated) offenders continuing their impaired driving behavior.

Objectives: Maintain the eleven community ISP efforts attempting to change the behavior and lifestyle of repeat OWI offenders and begin two additional programs.

Activities: Maintain the existing ISP programs using shared state/ local revenues.

Resources: \$779,400 for wage and fringe, contractual services, M&S, travel, and lab fees.

Self-sufficiency: This effort is self-sufficient. Funding is provided by the Wisconsin legislature.

Evaluation: BOTS is coordinating the evaluation effort that is required by the legislation that created the funding and prepares a report to the legislature every even year.

Activity: SAFE RIDE PROGRAM - State Approp. 531

Problem: Individuals who drive after having too much to drink.

Objectives: Support community Safe Ride programs coordinated through the local Tavern Leagues.

Activities: Provide rides home for individuals who should not be getting in their vehicles and driving.

Resources: \$140,143 state funding from offender fees provided to Tavern League member alcohol outlets for ride vouchers.

Self-sufficiency: This effort is self-sufficient. Fifty percent funding is provided by the Wisconsin legislature, the other 50% by the community.

Evaluation: BOTS is coordinating the evaluation effort with data assistance from the Tavern League Foundation.

Activity: 04-03-05-164AL SAFE RIDE PROGRAM – SEC 164

Problem: Individuals who drive after having too much to drink.

Objectives: Support community Safe Ride programs coordinated through the local Tavern Leagues.

Activities: Provide rides home for individuals who should not be getting in their vehicles and driving.

Resources: \$275,000 Set aside funding required by the 2001WI Legislature's Joint Finance Committee.

Self-sufficiency: This effort is self-sufficient. Fifty percent funding is provided by the Wisconsin legislature, the other 50% by the community.

Evaluation: BOTS is coordinating the evaluation effort with data assistance from the Tavern League Foundation.

STRATEGY -- EVALUATION

Activity: 04-03-04-AL EVALUATION OF EFFECTIVENESS OF ALCOHOL MOBILIZATION

Problem: The national Alcohol Mobilization model requires pre-mobilization and post-mobilization surveys of traveler knowledge, attitude and behaviors, and especially with regard to their awareness of the periods of increased enforcement.

Objectives: 1. To provide baseline and post-mobilization information about public attitudes and behaviors with regard to impaired driving and about the enforcement of impaired driving laws.

Activities: Hire consultants to develop and analyze the survey instrument, with oversight by BOTS.

Resources: \$70,000 consultant fees, contractual service

Self-sufficiency: One-time effort, will be replaced by state's periodic omnibus survey.

Evaluation: Administrative review of the evaluation efforts.

Activity: 04-03-06-164AL EVALUATIONS –SEC 164

Problem: Solutions to alcohol related highway safety problems are proposed or legislated without adequate evaluation as to the effectiveness of the proposal.

Objectives: 1. To evaluate 1993-2001 vehicle seizure/forfeiture activity.
2. To complete the 2003 evaluation of effectiveness of Ignition Interlock Devices (iids's)
3. To evaluate OWI law modifications implemented in the SFY02-03 budget as a result of Section 164
4. To perform pre/post surveys to evaluate the alcohol mobilizations (\$70,000)

Activities: Hire consultants to develop and implement the necessary procedures to meet objectives, oversight by BOTS.

Resources: \$140,000 consultant fees, contractual service

Self-sufficiency: One-time efforts.

Evaluation: Administrative review of the evaluation efforts.

B. Other Drugs Programs

STRATEGY -- ADMINISTRATION - Drugs That Impair Driving

ACTIVITY: 04-41-03-J8 DRE PROGRAM SUPPORT 410-funded

Problem: Law enforcement officers need to be trained in detection and recognition of individuals impaired by drugs other than alcohol. The effort to detect drug-impaired drivers is growing and therefore needs more attention. As of summer, 2003, WI has 87 DRE;s and 12 instructors.

School Administrators, teachers and nurses are not prepared for detecting drug abuse among the student population or for identifying drug paraphernalia. As of summer, 2003, WI has 8 DITEP instructors.

Objective: Support contract coordinator for the DRE (Drug Recognition Expert) program.
Expand the DITEP program into 15 communities.

Educate at least 500 educational professionals in the detection of drug impairment in students.

Activities: DRE Program Coordination: Contract with DRE-trained former law enforcement officer for program oversight. \$35,000
DITEP Program Delivery: Support the DITEP (Drug Impairment Training for Educational Professionals) program being delivered in 15 Wisconsin communities. \$10,000

Resources: \$45,000 Contractual services and instructor fees.

Self-sufficiency: One-time effort to assist the communities to implement a DRE Program and support for teaching the DITEP program.

Evaluation: Administrative: log/record community assistance and support of DRE program. Quarterly reports showing pros & cons of implementation of DRE program and suggestions for improvements.

STRATEGY -- EDUCATION -- Training

Activity: 04-41-03-J8 LAW ENFORCEMENT DRUG DETECTION TRAINING - 410-funded

Problem: Law enforcement officers require training in the detection and recognition of drivers impaired by drugs other than alcohol. Law enforcement recruit training in Wisconsin currently does not prepare officers properly for detecting and apprehending drug-impaired drivers.

Objectives: 1. Train 400 officers in the advanced SFST, Drugs That Impair Driving.
2. Train 25 officers as DREs (Drug Recognition Experts) and support instructor quarterly updates

Activities: Funding support for training officers in advanced SFST- the Eight Hour Drugs That Impair Driving block; and partial support for a DRE class.

Resources: \$50,000. \$10,000 for Advanced SFST-8 Hour Drug Block instructor wages, printing, postage; \$40,000 for DRE instructor wages, student lodging and meals, educational contractual services, printing, postage.

Self-sufficiency: Expose more officers to the signs and symptoms of drug-impaired driving, and establish as a normal part of enforcement training in WI. Partial corporate sponsorship of the DRE training will be attempted.

Evaluation: Count the number of officers trained and survey law enforcement agencies to determine impact of training; report the number of school administrators trained in DITEP.

State of Wisconsin Youth Alcohol

2004



Program 04-03Y YOUTHFUL DRIVERS, ALCOHOL and OTHER DRUGS

I. GOALS and OBJECTIVES

A. Goal

To decrease the number of 15 to 24-year-old drivers and passengers killed (K) or seriously (A) injured in all traffic crashes to 2,057 by 2004, to 1,780 by 2007, and to 1,502 by 2009.

1994 Baseline: 2,448 15 to 24-year-olds killed or seriously injured

B. Objectives

Objective 1: To decrease the number of Youth ages 15-19 killed or seriously injured in motor vehicle crashes to 538 by end of CY 2004.

Performance Measure: Number of 15-19 year olds killed or seriously (A) injured in motor vehicle crashes.

Baseline: In CY 1994, 1,331 15-19 year old drivers were killed or seriously (A) injured. Three-year average for 1994-1996 was 1,284 killed or seriously (A) injured.

Status: In CY 2002, 1,042 15-19 year olds were killed or seriously (A) injured in crashes. Three-year average for 2000-2002 was 927 killed or seriously (A) injured.

Objective 2: To decrease the number and percent of 20 to 24-year-old drinking drivers involved in crashes to 2,000 and 20% by the end of CY 2004.

Performance Measure: Number of 20-24 year old drinking drivers in crashes as a percentage of the total of all drinking drivers involved in crashes.

Baseline: In 1994, 2,181 20-24 year old drinking drivers (21.8% of all drinking drivers) were involved in crashes. 1994-1996 three-year average was 2,029 (20% of all drinking drivers)

Status: In CY2002 2,171 20-24 year old drinking drivers (28% of all drinking drivers) were involved in crashes. 2000-2002 three-year average was 1,996 (23% of all drinking drivers).

Objective 3: To decrease the percent of killed 20 to 24-year-old drivers in crashes whose AC tested at 0.10 or above to 40% by the end of 2004.

Performance Measure: Percent of 20-24 year old drivers killed in MV crashes for which the tested AC was 0.10 or greater.

Baseline: In 1994, 36% of killed 20-24 year old drivers tested at 0.10 AC or above. Three-year average for 1994-1996 was 38%.

Status: In CY 2002, 69% of killed 20-24 year old drinking drivers tested at .10 AC or above. Three-year average for 2000-2002 was 50%

C. Related National Goals

The National Highway Traffic Safety Administration's major impaired driving and youth objective for 2004 is to decrease drug-impaired driving, supporting the recommendations identified in the Initiative on Drugs, Driving and Youth.

Healthy People 2010 National Public Health Plan goals include decreasing to 30% the proportion of adolescents who report that they rode, during the previous 30 days, with a driver who had been drinking alcohol.

WISCONSIN OJJDP/EUDL PROGRAM APPLICATION - Anticipated Budget \$357,660 AwardINNOVATIVE COMMUNITY PROGRAMS :

Project	EUDL	410	LOCAL	157OP
Operation Teen Buckle Down	\$50,000.00	0	12,500	25,000
Community Youth Development	\$20,000.00	0	7,500	15,000
Youth Community Initiative	\$10,000.00	15,000	5,000	15,000
Teen Court Initiative	\$0	30,000	7,500	0
Comp. Alc. Risk Reduct. (CARD)	\$100,000.00	0	25,000	25,000
Post-Secondary Innovative Projects	\$10,660.00	55,000	15,915	20,000
UW-La Crosse Innovative Project	\$55,000.00	0	13,750	0
SUBTOTAL COMMUNITY	\$245,660	100,000	87,165	100,000

EDUCATION PROGRAMS:

High School Show	\$50,000.00	25,000	18,750	5,000
Elementary/Middle School Show	\$25,000.00	15,000	8,750	5,000
Underage Drinking P I & E	\$10,000.00	5,000	7,750	10,000
Wisconsin Youth Conferences	\$20,000.00	8,300	6,250	5,000
WI State Coordinator Travel	\$7,000.00	0	4,500	0
SUBTOTAL EDUCATION	\$112,000	53,300	46,000	25,000

Statewide Leadership Conference Atlanta, GA

PIRE - Statewide Compliance Training TBD-Wisconsin

Youth Advocacy Training	TBD-Wisconsin
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TOTALS	\$357,660	\$153,300 \$	\$133,165	\$125,000
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OJJDP Carryover	\$152,000
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OJJDP TOTAL	\$509,660
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II. ESTIMATED BUDGET

YOUTHFUL DRIVERS, ALCOHOL and OTHER DRUGS FUNDS 04						
Activity	Title	Fed	State	Local	Tot Prog	Loc Benefit
03-41-06	Youth PI&E	83,300	35,000	80,000	198,300	41,650
03-41-07	Youth Community	15,000	8,000	18,000	41,000	15,000
03-41-08	Young Adult-Community	55,000	55,000	35,000	145,000	55,000
410 Total	(J8)	153,300	98,000	133,000	384,300	111,6150
03-44-01	OJJDP Youth Outreach	112,000	200,000	300,000	612,000	28,000
03-44-02	OJJDP Youth Community	221,000	45,000	20,000	286,000	221,000
03-44-03	OJJDP Young Adult-Community	65,660	2,000	25,000	92,660	65,660
03-44-04	OJJDP Youth Enforcement	111,000	0	25,000	136,000	111,000
USDOJ Tot	(JX)	509,660	247,000	370,000	1,126,660	425,660
TOTAL	ALL FUNDS	662,960	345,000	503,000	1,510,960	537,310

NOTE: This program overlaps some activities and is jointly administered with the Section 157 Incentive Youth Program found in the Occupant Protection portion of this Plan, funded in Tasks 02-08-157OP through 02-12-157OP.

III. PROBLEM IDENTIFICATION and PROGRAM JUSTIFICATION

A. Magnitude and Severity of the Youthful Driver Crash Problem

Introduction: Motor vehicle crashes are the leading cause of death for young people 15 to 20 years of age. The Center for Disease Control and the National Institute on Alcohol Abuse report that alcohol is a factor in the four leading causes of death among persons ages 20 to 24. These four causes are motor-vehicle crashes, unintentional injuries, homicide and suicide.

Young people can be divided into distinct age groups for analysis of their involvement in motor vehicle crashes and for the development of countermeasure and prevention strategies;

- Teen Drivers, ages 15 to 19 years, in high school, post-secondary school or entry jobs,
- Youthful Drivers, ages 20 to 24 years, in post-secondary schools or jobs, and
- Young Adult Drivers, ages 21 to 34 years, working, and constituting the largest proportion of high-risk drivers.

Table 03Y-01 Wisconsin Driver Age and Crash Involvement 2002								
Age	Population	% Total	Number Licensed	% Total	# in Crashes	% Total	Drinking Drivers 2001	% Total
10-14	403,074	7.5%	0	0	170	0.8	5	2.9
15-19	407,195	7.6%	225,090	5.9%	31,176	14.68	988	3.1
20-24	357,292	6.7%	341,748	8.9%	28,777	13.5	2,171	7.5
25-34	706,168	13.2%	654,217	17.1%	37,738	17.7	2,217	5.8

Source: Wi Traffic Crash Facts

TABLE 03Y-02- Young WI Vehicle Occupants Killed/ Injured – 2002									
(Drivers and Passengers in Passenger Cars and Light Trucks)									
Cohort	Age	WI Pop 2000	% Pop	Killed 2002	%Tot	Injured 2001	%Tot	A Injuries	%Tot
School Age"	10 to 14	403,195	7.5%	8	1.2%	1,604	3.1%	113	2.4%
Teens	15 to 19	407,292	7.6%	108	16.8%	10,054	19.4%	934	20.0%
Youth	20 to 24	357,292	6.7%	104	16.2%	7,618	14.7%	709	15.2%
Young Adult	25 to 34	706,168	13.2%	89	13.9%	8,610	16.6%	756	16.2%

Source: DOA Population Lab, 2001 WI Crash Database

Table 03Y-03 -- Percent WI Drinking Drivers in Crashes by Age: 1997-2002						
Drivers in crashes by age*	1997	1998	1999	2000	2001	2002
16 to 18 yr. Olds	18.3	20.2	19.5	19.5	23.7	24.9
19 to 20 yr. Olds	40.7	44.2	49.4	45.9	50.5	51.5
21 to 34 yr. Olds	63.7	63.5	63.0	61.6	67.7	67.8

Source: Wisconsin 2001 Traffic Crash Facts

In 2002, more than 51.5% of 19-20 year olds who were in crashes had been drinking, and almost 67.8% of the 21 to 34-year-olds who were in crashes had been drinking. No downward trend in crash involvement is apparent for the 16-18 year olds and the 19-20 year olds over the past five years.

The following table shows that no downward trend in deaths and injuries can be seen for 16-18 year olds and the trend for 19-20 year olds has also been up. The other age groups display a modest downward trend, with the strongest downward trend in the 25-34 year old group.

Table 03Y-04 Persons Killed or Injured in Alcohol-Related Crashes by Age 1995-2002								
Age	1995	1996	1997	1998	1999	2000	2001	2002
Under 10	179	146	183	182	142	103	126	107
10 to 15	248	206	216	205	211	188	189	155
16 to 18	628	647	612	703	658	637	686	680
19 to 20	565	580	520	569	616	626	589	625
21 to 24	1,340	1,220	1,133	1,114	1,138	1,219	1,244	1,315
25 to 34	2,357	2,238	1,912	1,760	1,649	1,679	1,584	1,525

Source: Wisconsin Alcohol Traffic Crash Facts

Teen Drivers (15 to 19 Years Old):

In 2002, while Teen Drivers belonged to a population cohort of 401,026, or 7.6% of the Wisconsin population, 108 (16.8% of all deaths) of them died and 10,054 (19.4% of all injuries) were injured in motor vehicle crashes on Wisconsin roadways.

The Century Council revealed that more than one-third of youth under the age of 21 killed in alcohol-related fatalities in 2001 died during the months of April, May and June - prom and graduation season. Summer time marked by Memorial Day, Fourth of July and Labor Day holidays, is more deadly for youth under 21 than the Christmas and New Year's Eve holidays. The

number of alcohol related traffic fatalities during the summer-time holidays is nearly double the number of alcohol-related traffic fatalities among youth under 21 during the winter time holidays (132 compared to 74 nationwide). According to the National Highway Traffic Safety Administration (NHTSA) in 2001 alone, 2,950 children under 21 died in alcohol-related traffic fatalities, and 1,012 of them died during the months of April, May and June.

A smaller (5.7%) proportion of 15-19 year olds are licensed than would be expected by their representation in the population (7.6%), but they are involved in a disproportionately large proportion (14.2%) of all crashes and are also disproportionately represented in drinking drivers in crashes (10.2%).

54 public high schools and 2,120 students participated in the 2001 biennial Wisconsin Youth Risk Behavior Survey (YRBS) conducted by the Department of Public Instruction in the spring of 2001. The YRBS reported some disturbing trends. The proportion of students who reported having at least one alcoholic drink in the 30 days preceding the survey increased from 48% in 1993 to 54% in 2001 and the proportion of students who reported having five or more drinks at one time in the 30 days preceding the survey increased from 29% in 1993 to 34% in 2001.

Thirty-six percent of students reported riding with a driver who had been drinking alcohol at least once in the past 30 days, and 30% of high school seniors reported driving after drinking alcohol at least once in the past 30 days. In the most recent (1999) national YRBS, 33% rode with a drinking driver and 13% reported driving after drinking.

On the basis of miles driven, teenagers are involved in three times as many fatal crashes as driver in general. During 2001, one in every 518 drivers ages 16-19 involved in a crash was killed. Since 1989, for two thirds of all teens that died in a crash, it was their first crash. This group contains inexperienced drivers, and all are under the legal drinking age. The rate that young people died in alcohol-related crashes across the U.S. reached a low in 1998, when nine out of every 100,000 youth ages 15 to 20 died in a crash where a driver or non-occupant had been drinking. This reduction occurred primarily because the youth population increased by over a half million while the number of fatalities remained relatively stable.

Youthful Drivers (20 to 24 Years Old):

In 2002, while Youthful Drivers constituted a population cohort of 357,292, or 6.7% of the Wisconsin population, 104 died (16.2% of all deaths) and 7,618 were injured (14.7% of all injuries) in motor vehicle crashes on Wisconsin highways. And while representing only 9.1% of licensed drivers, 20 to 24 year olds are involved in 13.1% of crashes and constitute 24.0% of drinking drivers. Thus they are more than twice as likely to be in crashes and to die as expected by their numbers and are more likely than expected to be involved in crashes and to be drinking while doing so.

This group contains legal but inexperienced drinkers who get behind the wheel. More 21 year olds died in alcohol-related crashes than any other age. Twenty-one to twenty-four year olds are a challenging group to address for behavior change, especially for drinking and driving behaviors. The binge drinking begun in high school is often consolidated during college years, whether or not they have access to motor vehicles during this period of their lives.

Table 03Y-05: 21-26 Year-Old Had Been Drinking Drivers in Crashes 2002					
Age	Severity	2000	2001	2002	2000-2002 Average
21-26	In Crash	2,252 (25%)	2,269 (26%)	2,413 (27%)	2,311 (26.7%)
	Killed or A injured	364 (21%)	362 (22%)	262 (11%)	329 (18%)
	Driver 0.10 AC or more	50%	48%	57%	51.7%
All Ages	In Crash	9,135	8,702	8,909	8,915
	Killed or A injured	1,657	1,623	1,027	1,435
	Driver 0.10 AC or more	30%	31%	32%	31%

Source: WI Crash Facts

Young Adult Drivers (21 to 34 Years Old):

Most research and statistics combine this cohort with the 27-34 year old cohort. The entire population of 21-34 year olds represents 30% of the nation's licensed drivers and 60% of the nation's college population. Very little impact has been made with these young adults over the legal drinking age despite many national programs targeting them.

Extensive focus group findings from throughout Wisconsin indicate that the most likely person to drive after excessive drinking is a 21 to 34-year-old single male, working a blue-collar job, with a high school education or less, who most often drinks beer. He also drinks heavily with friends in bars, feels safe drinking 8 to 12 drinks and then driving, often "assigns" the least drunk person to be the designated driver, socializes with groups of friends and needs to fit in, values masculinity and feels immortal. He drinks to socialize, to overcome inhibitions, to increase his confidence to have a good time and because it is the thing to do. His car is important because it gives him a feeling of control, it keeps the option open of taking a woman home and it is part of his identity. These single young men like good times, women, sports, their vehicles and activities in which alcohol is part of the action.

D. Risk Factors for Crash Involvement and Injury

Age and Inexperience

Technical experience, good judgment and experience are all needed to make the many continuous decisions that constitute safe driving behavior. As age and driving experience increase, crash involvement decreases. The likelihood of a law enforcement officer noting driver possible contributing circumstances (PCC) on the corresponding MV4000 (crash report form) also decreases with the age of the driver involved. Among the 210,193+ drivers of all ages involved in crashes on Wisconsin's roads during the calendar year 2002, 48% of them had one or more driver possible contributing circumstances noted on their crash report form.

Table 03Y-06: Driver Error (Percent Driver PCC's) by Age 2000-2002			
Age Group	2000	2001	2002
15-19	64%	63%	65%
20-24	56%	55%	56%
All Ages	48%	47%	48%

Source: WI Crash Facts

Possible contributing circumstances do not ascribe blame for the crash to any driver involved in the crash nor do they prove, in all cases, that drivers made definable errors. Nonetheless, they give us a clue about the opinion of the law enforcement officer present at the crash site as to unsafe driver behaviors that may have been involved in the crash.

Onset Age

Both the percentage of high school students who drink and the frequency of drinking increases as the grade level increases. The 2001 Wisconsin Youth Risk Behavior Survey (YRBS) found that while 60% of 9th graders said it was important for them not to use alcohol or other drugs, only 46% of 12th graders said the same. Thirty percent of students reported having had their first drink at the age of 13 or 14. Seventy-five % of eighth graders and 89% of 10th graders believe that alcohol is readily available to them for consumption. More than 40% of individuals who start drinking before the age of 13 will develop alcohol abuse or alcohol dependence at some point in their lives. Delaying onset age by 5 years decreases this risk to 20%.

Gender

In Wisconsin, crashes involving men are much more likely than those involving women to be alcohol-related. Among all fatally-injured male drivers, 35% of those tested had AC's of 0.10% or more in 2000. The percentage for women was 23. Alcohol involvement above the 0.10 AC legal limit is highest for fatally injured male drivers ages 35-44. Male high school students were more frequent alcohol drinkers and more likely to report binge drinking than female students.

Risk Taking

Adolescent impulsiveness results in poor driving judgment and participation in behaviors such as speeding, inattention, drinking and driving and not using a seat belt, and it is encouraged by peer pressure, against which the adolescent is poorly equipped. Compared to other age groups, teen drivers have more crashes involving higher risk factors.

Number of Passengers

In 2001, nearly 65% of 16 to 19 year old passengers were killed or seriously injured in a car driven by another teenager. Nearly two-thirds of those passengers who suffered incapacitating injuries were in vehicles driven by a teenager. On average, once every 3.5 hours, a passenger aged 16 to 19 years was either killed or injured while riding in a vehicle driven by another teen. A John Hopkins School of Public Health study shows that the more young people in a car with a teenager driving, the more likely the driver will die in a crash. The presence of passengers was also shown to influence safety belt use.

Table 03Y-07 Driver Age and Death or A Injury to Passengers 2000-2002									
Driver Age	2000			2001			2002		
	A-inj	K-inj	% K & A	A-inj	K-inj	% K & A	A-inj	K-inj	% K & A
16-19	203	24	67.4%	220	15	64.9%	221	22	68%
All Others	100	10	32.6%	118	9	35.1%	99	16	32%
Total	303	34	100.0%	338	24	100.0%	320	38	100%

Source: WI Crash Facts

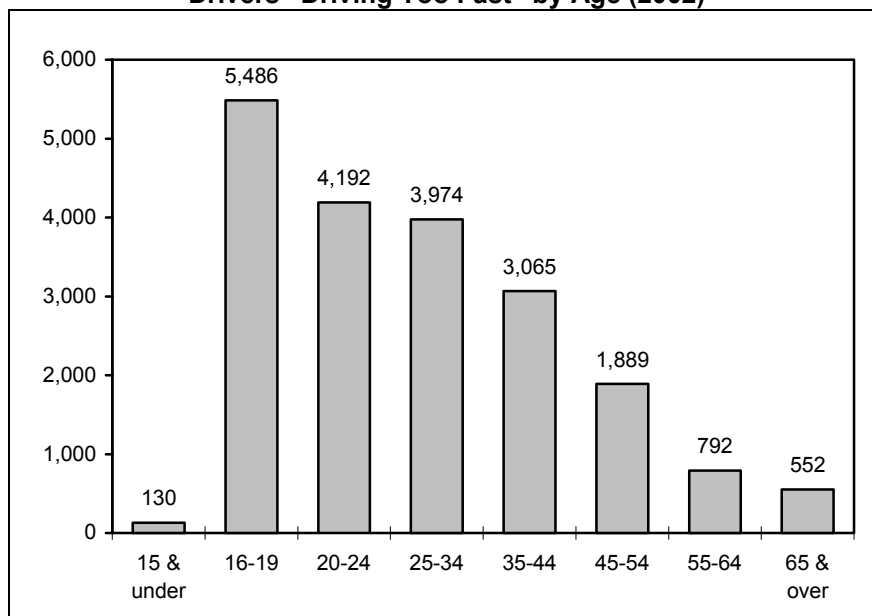
Speeding/driving too fast for conditions

14.1% of drivers 16-18 years old involved in a crash were speeding or driving too fast for conditions, while 10% of 19-20 year olds were taking the same risk. In 2002, the 16 to 19-year-old

age group had the most PCCs; 5,486 (down 1,059 from 2001) drivers reported as “driving too fast” in a crash, with the 16 to 19-year-old males accounting for 47 (37 in 2001) of the fatal crashes and 1,038 (1,565 in 2001) of the injury crashes, and the 16 to 19-year-old female accounting for 7 (12 in 99) of the fatal crashes and 565 (908 in 2001) injury crashes.

The 20-24 age group was second with 4,192 (5,068 in 2001) drivers reported as “driving too fast” in a crash, with the 20 to 24-year-old male accounting for 32 of the fatal crashes and 1,242 of the injury crashes, and the 20 to 24-year-old female accounting for 8 of the fatal crashes and 494 injury crashes. The 25 to 34-year-old male accounts for 42 of the fatal crashes and 1,017 of the injury crashes, and the 25 to 34-year-old female accounts for 14 fatal crashes and 527 of the injury crashes.

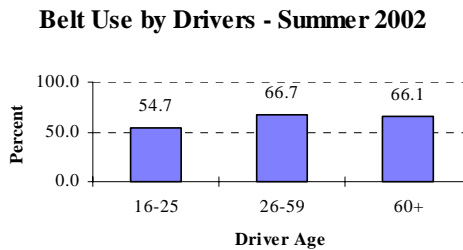
Graph 03Y-08
Drivers “Driving Too Fast” by Age (2002)



Safety Belt Use

Of the fatally injured occupants of passenger vehicles in Wisconsin from 1997 to 2002, young adult (21-34 year old) victims were the most likely NOT to be belted (68%), and the highest percentage of all unbelted fatalities were 21 to 34-year-old males (66%). In the 2001 Youth Risk Behavior Survey conducted in the spring of 2001, 30% of all students said they “always” wore their safety belt when riding in a car driven by someone else; 35% reported wearing their safety belt “most of the time.” Observed use for the 16 to 25-year-old group was 54.7% in 2002.

Figure 03Y-09: 2002 Observed Belt Use by Age



Inattentive Driving

17.7% of all 16 to 18-year-old drivers in crashes had a driver PCC of inattentive driving. 15.2% of 19 to 20-year-old drivers had this same PCC.

Failure to control

14.5% of all 16 to 18-year-old drivers in crashes had a driver PCC of failure to control. 13.7% of 19 to 20-year-old drivers had this same PCC.

Following too closely

6.9% of all 16 to 18-year-old drivers in crashes had a driver PCC of following too closely. 6.4% of 19 to 20-year-old drivers had this same PCC.

Alcohol Offenses

In 2000 1,245 drinking drivers in crashes were 15 to 20 years old and convictions for 11,029 Juvenile Alcohol (consumption or possession under age 17, procurement), 33,582 Underage Alcohol (possession or consumption ages 17 to 21), 3,348 Prohibited Alcohol Content (operation of vehicle with PAC) offenses were recorded and 1,652 "Not-a-drop" underage offenses were recorded. 9.8% of all drivers listed as "had been drinking" were teens.

Binge Drinking/ High AC

The Surgeon General describes binge drinking as five or more drinks in a row for men and four in a row for women. Binge drinking is a contributing factor in about 1,400 deaths and 500,000 injuries each year nationally. The 2001 Wisconsin Youth Risk Behavior Survey (YRBS) reported that more than 54% of all Wisconsin high school students reported having had at least one alcoholic beverage in the past month and 63% of them reported drinking five or more drinks at a time. 37% of male students and 31% of females reported binge drinking.

Drugs Other Than Alcohol

Once teenagers start drinking, they are more likely to experiment with other substances and engage in other risky behaviors. The 2001 Wisconsin Youth Risk Behavior Survey reported that the proportion of students who reported using marijuana in the past 30 days increased from 11% in 1993 to 25% in 2001; that 31% of male students and 22% of females reported that they had been offered, given or sold illegal drugs on school property in the last 12 months, and that a strong correlation existed among alcohol and other drug use, tobacco use, and vehicle safety.

The National Household Survey on Drug Abuse, August 1996, reported that youth drug use rose 24% between 1994 and 1995, and an estimated 10.4% of youth age 12-17 used illicit drugs on a monthly basis in 1995; monthly marijuana use among youth has risen 105% since 1992 and 37%

between 1994 and 1995; monthly use of LSD and other hallucinogens is up 183% since 1992, and rose 54% between 1994 and 1995; monthly cocaine use rose 166% between 1994 and 1995. The Chronicle of Higher Education reported that drug arrests rose on college campuses in 1994 for the third straight year. The recent survey reports 6,138 drug violations, up 23% from arrests in 1993.

Three percent of a national sample of passenger vehicle drivers on weekend nights in 1986 had ACs at or above 0.10%--down from 5% in 1973. Drivers with ACs this high (0.10%) represent only 12% of all drinking drivers on weekend nights, but they are disproportionately represented (86%) in the drinking driver fatality statistics.

IV. STRATEGIES FOR DECREASING DEATHS & INJURIES

A. Strategies Selected for 2004 (all targeted age groups)

Strategy: Education and Information

The general public, youth and community prevention organizations/collaborations that work with youth on young driver issues such as impaired driving, alcohol laws, safety belts, safe choices, etc. need access to up-to-date educational and motivational materials and current data to help them employ successful prevention strategies. A consortium made up of: Department of Health and Family Services, Marshfield Medical Research Foundation, Alliance for WI Youth, Independent Living, Department of Public Health; Department of Public Instruction, Wisconsin Promise, Department of Workforce Development, Wisconsin Positive Youth Development, UW-Extension 4-H sponsors most youth prevention and skill development work, but they are not primarily concerned with highway safety messages.

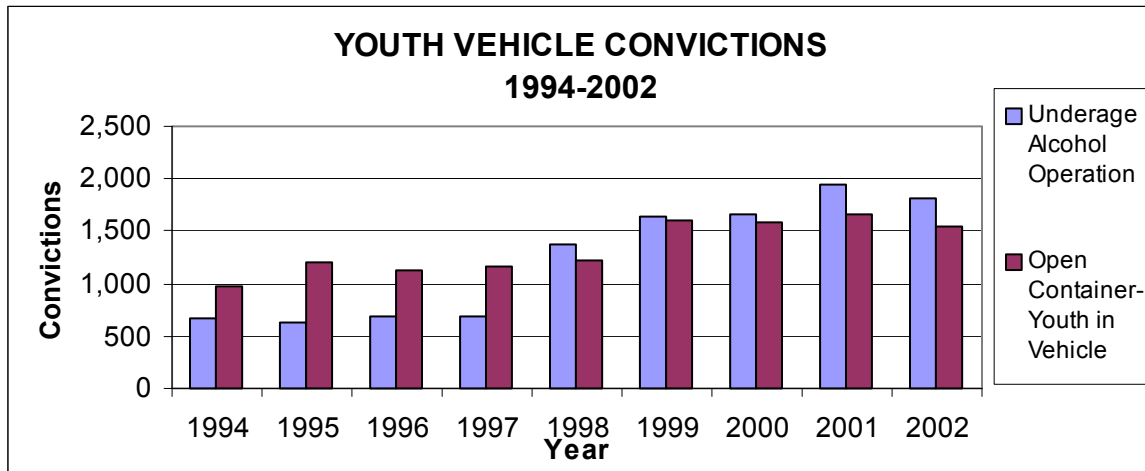
Safety messages must be formatted and worded appropriately by age and other grouping if they are to be effective. Peer education is a powerful and proven method in which youth impact other youth in changing attitudes and behavior. High schools offer opportunities to address groups of youth with safety messages, through auditorium shows, special events or integrated with the curriculum. Post-secondary institutions offer social settings and some curricula in which targeted messages or appropriate behavior can be modeled. Individual schools or post-secondary institutions do not have the resources to produce effective multi-media shows or educational events or materials to demonstrate the impact of risky decision-making by young people. Working young people are the hardest to reach and are not motivated by information alone.

Strategy – Enforcement

Enforcement and Enactment combine in this program area. Because the data clearly demonstrate a relationship between age, other risk factors and crash involvement, the Wisconsin Legislature passed a Graduated Driver License law, effective beginning February 2000. With knowledge that their community supports strict law enforcement intervention of youth underage alcohol laws, officers can be consistent and fair in their citation writing. This also sends a strict message to the community, and youth especially, that underage alcohol violations will NOT be tolerated. The consequence of a citation and the involvement of the courts and the parents is often the first step towards a change in attitude about high risk drinking and driving. Wisconsin has implemented Compliance Investigation (checks) statewide as a part of its Youth Enforcement OJJDDP Strategy.

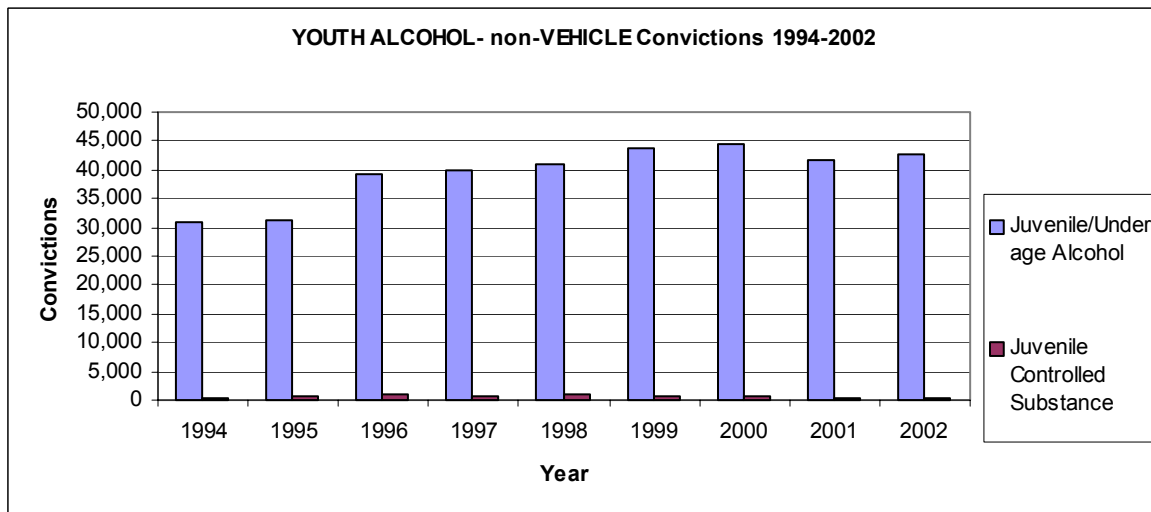
The level of enforcement has increased in the past few years, mirroring the level of interest and activity underlying the passage of the Graduated Driver License law"....

Graph 03Y-10



Both motor vehicle-related convictions and underage alcohol and drug possession convictions have increased since 1994. However, drug convictions constitute only a small and apparently declining portion of youth enforcement activity.

Graph 03Y-11



Strategy – Empowerment-Community Programs

Prevention professionals understand the important role of families, schools and communities in helping young people to develop into healthy, caring and responsible adults. This shared responsibility is about helping young people to develop healthy choices and reduce risky choices while behind the wheel, in the passenger seat, and on the street. Research findings and successful programs suggest a comprehensive and multifaceted approach that includes all community members.

Coordinated community efforts strengthen communities and empower youth to make a positive change in their community and in their decision-making and social responsibility. Comprehensive strategies expand partnerships with diverse organizations, minority populations and other high-risk and hard to reach populations. Communities must involve many partners in order to develop effective alternative transportation options for young adult drivers, especially the 21 to 34-year-old males. In addition to law enforcement intervention, young people need the benefit of prevention efforts and diversion efforts such as alternative transportation programs and other reward programs.

Strategy - Protective Factor Development

Three models have been shown to be effective in establishing protective factors which enable young people to develop the life skills which favor good decision-making, including decision-making in their choices regarding safe behavior on Wisconsin's roadways. These are: (1) Risk Factor Mitigation: The research of Hawkins and Catalano of over 30 years and more than 300 longitudinal studies establishes a clear link between certain risk factors and the expression of those risks in behaviors. In their study, they discovered certain Protective Factors could mitigate all known risk factors in the lives of young persons. To reduce risk factors in lives of young people we can increase pro-social bonding, teach social skills, and establish clear, consistent boundaries; (2) Resiliency: The research of Bonnie Bernard established resiliency factors. Resilient children exhibit social competence, have developed problem solving skills, autonomy, and have a sense of meaning and purpose to their lives, and (3) Asset-Building: The research of Peter Benson and the Search Institute of more than 250,000 6-12 graders in over 450 communities combined with drawing from extensive literature on child and adolescent development, resiliency, youth development, and prevention established Asset Building. This research shows that assets are powerful in shaping behavior, both by reducing negative behaviors and increasing positive ones.

All three of these models have common ground in the protective factor research. Risk reduction factors include pro-social bonding, clear expectations, and learning life-skills. Resiliency factors include care and support, high expectations, and opportunities to participate. Asset building factors include care and support, clear boundaries, and structured time use. Using these models when developing youth programs and focusing on prevention may provide our youth and communities across Wisconsin the best opportunity of reducing motor vehicle crashes involving young people.

To reduce risk taking behavior and increase developmental assets, youth must be involved in program implementation, and adults must understand the powerful contribution youth can make. Youth also need to have a clear understanding of their choices and the impact upon themselves and others of the decisions they make.

Risk behaviors among youth are highly correlated. Many young people are involved in various risky behaviors, and thus require prevention approaches addressing the "whole person" and all issues. Strategies that are coordinated to address multiple issues reinforced over time are more likely to be effective than single-issue approaches. Multiple strategies are needed to promote healthy choices and reduce risk behavior. Young people have different needs and strengths that constantly change. Strategies must be coordinated within the school and community. Young people must experience a consistent message that promotes their development of values, skills, attitudes and assets.

A strong focus on life skill development is vital to provide youth the ability to take action in their own choices and influence the choices of others. Five skills form the basis for teaching health promotion, risk prevention and youth development across all areas. Critical thinking skills enable young people to make wise choices and actively solve problems which arise in social and other settings. Communication skills are vital for social competency and effective interpersonal relationships. Assertiveness helps young people say what they think and stand up for what they believe in without bringing others down. Stress management skills assist young people in avoiding making risky choices due to stressful situations. Learning positive coping strategies, building a support network, physical activity, relaxation techniques and other alternative activities enable them to more effectively manage all stress. Goal setting skills, can assist young people who often make health related decisions based on the immediate rather than long term consequences of the decision. Advocacy skills, address risk behaviors and healthy behaviors of young people who are influenced by the social context in which decisions are made. Young people can learn skills and behaviors to change the social context or physical environment.

Certain key concepts affect many health and safety behavior choices and can help young people reinforce and build on prior knowledge. A few of these concepts are: Influences: young people need to be able to critically reflect on how they construct their beliefs about risky choices and healthy choices and reflect on the variety of influences that impact those beliefs. Consequences: young people can reach a deeper understanding of the role consequences have in the decision-making process. Safety: provide young people an opportunity to evaluate their use of personal skills and abilities and identify new skills. Responsibility: information about boundaries to assist young people in understanding limits which have been set in relation to behaviors and the degree to which rules promote personal and social well-being.

Strategy - Community Programs – OJJDP

The Office of Juvenile Justice and Delinquency Prevention (OJJDP) has provided a program of block and discretionary grants, training and technical assistance, and a national evaluation to the states to address the problem of underage drinking. The Enforcing the Underage Drinking Laws (EUDL) program (formerly the Combating Underage Drinking program) assists all 50 states and the District of Columbia to develop comprehensive and coordinated initiatives to enforce state laws that prohibit the sale of alcoholic beverages to minors and to prevent the purchase or consumption of alcoholic beverages by minors (defined as individuals under 21 years of age). In Wisconsin, the Bureau of Transportation Safety (BOTS) is the designated agency that administers this block grant and discretionary grants. BOTS has designed a comprehensive approach to addressing underage drinking and allocates the USDOJ funds to implement that approach. BOTS has joined existing public and private partnerships, including those of foundations and national organizations, to further this program, and has integrated it into the highway safety funded youth alcohol program.

Block grant funds support activities in one or more of four areas: environmental strategies: limitations to access, prevention of impaired Driving, expression of community norms, and strategies based in schools; enforcement, and innovative programs. An example of law enforcement activities is compliance investigation (check) programs and the creation of statewide law enforcement and prosecution task forces to target establishments suspected of consistently selling alcohol to minors.

Public education activities range from sponsoring media contests to creating underage drinking messages. Innovative programs include creating youth task forces to examine community norms and messages young people are receiving or hiring an individual to act as a liaison between youth and communities on the issue of underage drinking.

OJJDP program goals include:

- To comply with the intent of the funding from U. S. Department of Justice, Office of Juvenile Justice and Delinquency Prevention (OJJDP) to combat/enforce underage drinking.
- To enhance and expand the comprehensive community efforts to reduce underage drinking in Wisconsin communities; increasing the community coalition partnerships; and expanding enforcement activities.
- Train youth leaders to work in the community and involve them in community leadership positions.
- Evaluate efforts to reduce underage drinking in Wisconsin at the community level and the state level.
- Replicate effective community efforts to combat underage drinking in other communities.

Strategy – Social Norms Marketing

Social norms marketing is one promising innovation to encourage in high-risk populations the healthy behaviors practiced by a majority of the public. The social norms approach to prevention is based upon promoting actual normative information to a specific group as a way of dispelling commonly held beliefs about exaggerated substance abuse norms. This approach is scientific and gathers data to show a significant disparity between perceived and actual substance use and then develops media and other strategies to promote the true norms. This approach has been proven to reduce the reported harmful behavior (Montana Social Norms project).

Social norms marketing employs two processes to create an effective behavior change strategy. This process is based upon the social norms theory, which assumes that much of our behavior is influenced by how other members of our social groups behave, and that our beliefs about what others do are often times incorrect. (Perkins & Berkowitz, 1986) Because young adults are generally more susceptible to peer pressure and social acceptance everyday, this approach is applicable to this group.

The second process involves using social marketing techniques in designing programs for delivery through promotional campaigns that meet the specific needs of a target population. Campaigns that utilize social normative themes can have far-reaching effects on a variety of health outcomes. Northern Illinois University, Hobart and William Smith Colleges, Western Washington University and the University of Arizona saw reductions of 18 to 21% in binge drinking rates among college students over a two-year period. (Perkins 1998)

B. Criteria for Project Selection

Priority for Traffic Law Enforcement funding will be given to counties and communities with:

- (1) populations in excess of 10,000 and with many highway miles and other exposure factors;
- (2) the most total crashes or crashes involving youthful drivers or with youth alcohol PCCs, with serious injuries and deaths and/or a high injury to death ratio;

- (3) demonstrating willingness to coordinate community-wide safety strategies, programs and funds;
- (4) demonstrating willingness and ability to commit local funding and other match; and to sustain the effort without Highway Safety funds;
- (5) a plan to evaluate the effectiveness of their enforcement activities; and
- (6) a history of using Highway Safety funds effectively as seed money to develop continuing programs.

Priority for Community Projects will be given to counties and communities with:

- (1) populations in excess of 10,000 and with many highway miles and other exposure factors;
- (2) the most total crashes or crashes of involving youthful drivers or youth alcohol PCCs and with serious injuries and deaths and/or a high injury to death ratio;
- (3) demonstrating willingness to coordinate community-wide safety strategies, programs and funds;
- (4) demonstrating willingness and ability to commit local funding and other match; and to sustain the effort without Highway Safety funds;
- (5) a plan to evaluate the effectiveness of their enforcement activities; and
- (6) a history of using Highway Safety funds effectively as seed money to develop continuing programs.

Priority for College Projects will be given to the colleges in counties and communities with:

- (1) the most total crashes or crashes of a particular type with serious injuries and deaths and/or a high injury to death ratio;
- (2) demonstrating willingness to coordinate community-wide safety strategies, programs and funds;
- (3) demonstrating willingness and ability to commit local funding and other match; and to sustain the effort without Highway Safety funds;
- (4) a plan to evaluate the effectiveness of their enforcement activities; and
- (5) a history of using Highway Safety funds effectively as seed money to develop continuing programs.

Priority for Enforcement Projects within a Safe Community Coalition funding will be given to the law enforcement agency in counties and communities with functioning Safe Communities Coalitions that have used data to select and identify youth safety issues as a priority area for community activity. The Safe Community Coalition must demonstrate intent to participate in the National Mobilizations for Safety Belt and Impaired Driving as determined by BOTS.

All Safe Community Coordinators will know about every BOTS grant their community has qualified for and received. This information should be shared with other members of the coalition. Working with youth organizations, schools and law enforcement is expected and strongly recommended. Youth Alcohol project dollars will only be awarded to agencies for youth program activities as outlined in the grant agreement. All program specific activities must be done in accordance with the guidelines established by the State Program Manager (SPM) for that project. Consultations with SPM or Regional Program Manager (RPM) are encouraged.

Smaller communities may be eligible to apply for funding for all project types if the community can demonstrate problems of unusual scope or unusual buy-in, and if funding is available.

V. ACTIVITIES and ESTIMATED FUNDING, BY STRATEGY

A. TEEN DRIVERS (15-19 YEAR OLDS)

STRATEGY -- EDUCATION

Activity: 04-41-06-J8 YOUTH OUTREACH - 410-funded

Problem: The public, youth and Community prevention organizations/collaborations that work with youth on young driver issues such as impaired driving, underage drinking, state/local alcohol laws, safety belts usage, safe choices, etc. need access to up-to-date and effective educational materials and strategies that engage youth. There are few published newsletters on prevention topics by and for youth. Existing prevention organizations are not primarily concerned with highway safety messages. High schools offer opportunities to address groups of youth with safety messages. These messages must be formatted and worded so as to reach the audience. Individually, schools cannot produce effective multi-media shows that demonstrate the impact of risky decision-making by young people.

Objectives:

1. To provide up to 75 Wisconsin elementary/middle & high schools a high-energy multi-media show and provide at least 20% of participating schools with follow-up traffic safety information and local contacts during the 2003 -2004 year.
2. To contribute to the training of 10 teams of young people in the use of peer theater strategy to raise awareness of, and help people talk about, alcohol, drugs, tobacco, and violence during the 2003-2004 year.
3. To provide Wisconsin youth and their advisors with a toolbox of strategies, best practices and free and appropriately targeted highway safety informational and motivational materials. To provide prevention resources to communities which are in need by September 2004
4. To assist in funding and organizing at least two statewide prevention conferences during 2004 and to assure integration of traffic safety and underage drinking themes/messages in all sponsored conferences.

Activities: Contract for research, production and coordination of a multi-media elementary/middle & high school auditorium show, focusing on making healthy and safe decisions. Provide support safe driving and underage drinking information and materials for a statewide effort to train teams of young people in skills which they can utilize in their communities. Co-sponsor and help plan state prevention conferences. Expand the number of Teen Courts across Wisconsin.

Resources: \$83,300 \$30,000 for Teen Court Initiative; \$25,000 for high school auditorium show contractual services; \$15,000 elementary/middle school show contractual services; \$5,000 for educational material M&S, printing, postage; \$8,300 for statewide prevention conference support.

Self-sufficiency: BOTS is now able to obtain an updated auditorium show annually, a source to coordinate the show and increase the number of students reached. Additional funding for Wisconsin communities assisted in over 200 high schools receiving this show during the 2003-2004 school year. Once teams are trained they implement programs in their communities. Teen court funds support only state-level coordination-local programs are locally funded

Evaluation: Auditorium Show CD-ROM contains curriculum and pre/post program and 6-month follow-up surveys. Number peers trained and number of students reach with theater presentations. PI&E evaluation – use and effectiveness. Number of attendees at conferences and conference evaluation question on safety.

Activity: 04-44-01-JX YOUTH OUTREACH for Combating Underage Drinking Program -USDOJ- funded

Problem: The public, youth and Community prevention organizations/collaborations that work with youth on young driver issues such as impaired driving, alcohol laws, safety belts, safe choices, etc. need access to up-to-date and effective educational materials and strategies that engage youth. There are few published newsletters on prevention topics by and for youth. Existing prevention organizations are not primarily concerned with highway safety messages.

Objectives:

1. To provide up to 150 Wisconsin elementary/middle & high schools a high-energy multi-media show and provide at least 20% of participating schools with follow-up traffic safety information and local contacts during the 2003 -2004 year.
2. To assure the presence of WisDOT-BOTS and traffic safety information in the 3 annual issues of the "Youth Press of Wisconsin" newsletter written for youth by youth on prevention of drug and alcohol issues.
3. To provide Wisconsin communities and residents with a toolbox of strategies and materials on the above topics.
4. To provide prevention resources to 50+ communities during 2004.

Activities: Evaluate, develop, reproduce and distribute print and video materials. Research and provide needed various underage drinking resources to communities. Co-Sponsor production of a newsletter written for youth by youth on prevention of drug and alcohol issues.

Resources: \$112,000. \$50,000 for high-school auditorium show contractual services; \$25,000 for elementary/middle school show contractual services; \$20,000 for contractual services, travel & training; \$10,000 for educational material, M&S, printing & postage and youth newsletter; \$7,000 for PI&E materials for M&S, printing, postage.

Self-sufficiency: Cost of reproduction only. Once materials are provided to communities, they will use them in program development and implementation. Private organizations contribute funds to assist in production of the free youth newsletter-BOTS contribution just assures highway safety content.

Evaluation: BOTS PI&E evaluation – use and effectiveness; administrative evaluation. Newsletter circulation and number and quality of safety messages.

STRATEGY -- EMPOWERMENT – Community Programs

Activity: 04-41-07-J8 YOUTH COMMUNITY EMPOWERMENT ACTIVITIES 410 funded

Problem: Young drivers make many judgment errors; they take risks due to inexperience and peer pressure and they fail to wear seat belts on a regular basis. With the increasing proportion of 15-20 year old drivers with their high crash rate, increased safety belt use has great potential for decreasing fatalities and serious injuries, especially by changing parameters of what is considered acceptable risk-taking behavior.

Wisconsin youth have few opportunities to be involved in youth leadership positions, advocating for themselves and developing and pursuing policies for youth. Young people are making risky decisions of many types, including driving behaviors that put them into the judicial system. The system is not equipping them with skills to help change their behavior and make healthy decisions.

Communities lack adequate resources to initiate youth development models and need assistance in expanding their efforts in reducing youth involvement in motor vehicle crashes. Many Wisconsin Communities try to initiate safe driving programs around high-risk events such as graduation and prom or in response to local crashes but often need a little funding to support these programs.

Objectives: 1. To assist up to 2 communities to adopt youth development models by September 2004.

	<p>2. To assist 1 community to implement community safe driving awareness programs by September 2004</p> <p>3. To increase the number of youth involved in community service by 25% to 30% by September, 2004.</p>
Activities:	Provide resources and necessary funding to replicate program aimed at increasing safety belt use by teenagers. Assist communities in initiating a youth development movement and fund increased community efforts in developing/implementing programs to reduce youth involvement in motor vehicle crashes and reduce underage drinking.
Resources:	\$15,000 for Community Youth Innovative Development Grants travel & training, M&S, contractual services.
Self-sufficiency:	If communities repeat the Community Youth Innovative Development Grants programs, all funds come from the community.
Evaluation:	Each community will compare safety belt use prior to and after program implementation. Community youth grants will describe activities and survey youth attitudes.

Activity: 04-44-02-JX YOUTH COMMUNITY Combating Underage Drinking Programs -USDOJ- funded

Problem: In nationwide surveys Wisconsin continues to rank first in self-reporting of underage alcohol consumption and binge drinking. The administration of this grant through BOTS permits coordination of these community activities with 410-funded community activities, increasing the possible effectiveness of both.

Objectives:

1. To assist up to 5 communities to adopt youth development models by September 2004.
2. To assist up to 3 communities to implement community safe driving awareness programs by September 2004.
3. To assist up to 8 communities to implement Operation Teen Buckle Down to increase safety belt usage among young drivers by 25% in participating communities by September 2004.
4. To increase the number of youth involved in community service by 25% to 30% by September, 2004.
5. To enhance and expand the comprehensive community efforts to reduce underage drinking in 15 Wisconsin communities
6. To increase the number of new partnerships in each of these community efforts by 30%.
7. To increase the extent of and expand the type of enforcement activities by 15%.

Activities: If communities repeat the youth programs, all funds come from the community. Assist local community task forces to provide guidance and direction for the effort; expanded enforcement activities targeting servers, sellers and purchases; technical assistance for local prevention programming; and mini-grants for adult/youth partners to oversee the effort. Provide training to community youth and adults on safe decision-making techniques, assist communities in setting up teen courts.

Resources: \$221,000 \$50,000 for Teen Buckle Down Grants; \$20,000 for Community Youth Development Grants and \$10,000 for Youth Community Initiatives.

Self-sufficiency: Communities are encouraged to continue efforts that are effective.

STRATEGY -- ENFORCEMENT

Activity: 04-44-04-JX Youth Alcohol Enforcement Programs - CARD USDOJ – funded

Problem: Year after year alcohol remains the number one drug of choice for our state's young people. More than any other age group, those 15 to 20 years of age are over-represented in motor vehicle crashes. The easy availability of alcohol and the perception that they will not be caught procuring or consuming contributes greatly to the problem. High-risk behavior choices and the addition of alcohol increases the probability of crashes, injuries, and fatalities.

Objectives:

1. Support efforts to enforce underage drinking laws in up to 20 communities.
2. Decrease the drinking driver crash rate for drivers age 15 to 20 identified by the reporting officer as "had been drinking" to 10%.
3. Decrease the number of 15-20 year old drivers and passengers killed and injured in motor vehicle crashes by 15% to 51.
4. Reduce availability of alcohol to underage individuals in 10 communities.

Activities: Encourage local adoption of Comprehensive Alcohol Risk reDuction (CARD) enforcement projects. These are a combination of the Cops in Shops and the Party Patrol programs that allows for a greater number of patrols in a community and will increase the perception of risk

Resources: \$111,000 for officer wages, fringe, and BOTS-approved equipment.

Self-sufficiency: Departments will provide a 25% match (hard or soft) which will include program mileage, administration time, PI&E, additional enforcement hours, and training.

Evaluation: Administrative: Project activity and success in meeting objectives. BOTS analysis of crash data and severity index with the three previous years average and specific head and spinal cord injury data from 1997-1999.

YOUNG ADULT DRIVERS (20-24 YEAR OLDS)

STRATEGY -- EMPOWERMENT – Community Programs

Activity: 04-41-08-J8 YOUNG ADULT Impaired Driving Prevention PROJECTS -- 410 funded

Problem: Few effective programs/activities exist at the post secondary level aimed specifically at reducing impaired driving. A great deal of high-risk drinking and often drinking/driving behaviors occur on college campuses, and campus organizations are seeking methods of reducing these risks. The UW System organization can provide a network for distributing a toolbox of strategies, materials and program ideas for addressing high-risk youth behaviors.

Objectives: To assist 6 post secondary institutions and their communities to implement new and effective impaired driving prevention programs and activities during 2004.

Activities: Encourage and assist college communities to develop, implement and evaluate alcohol/ impaired driving prevention programs/ activities.

Resources: \$55,000 for contractual services, travel & training, M&S

Self-sufficiency: Communities will provide increasing match each year, and will continue efforts once BOTS funding is cut.

Evaluation: Administrative – number of communities funded, and each community will evaluate their developed objectives

Activity: 04-44-03-JX UW La CROSSE INNOVATIVE PROJECT – MAKING THE TRANSITION from HIGH SCHOOL to COLLEGE -- OJJDP funded

Problem: Some high-risk drinking behavior begins in high school. In addition, college-bound high school students have mistaken perceptions of the amount and extent of drinking on campus, and they acquire positive college role models only by luck. The misperceptions become self-fulfilling prophecies. Social norms prevention strategies can change these perceptions.

Objectives: To form an innovative partnership between the University, including faculty, student peer educators and area high schools to broaden high school prevention efforts and promote a positive “freshman experience” with regard to alcohol.

Activities: Train public school staff about transition issues and social norms; train UWL peer educators to present awareness programs to local high school students; prepare and distribute accurate information to local and college media and printed material to high school students and staff. Develop and present activities, presentations, and materials for incoming freshmen by means of trained academic and support staff and student peer educators. Provide alcohol-free social activities. Conduct focus groups and surveys.

Resources: \$65,660 for Innovative Projects– wage & fringe, travel, M&S

Self-sufficiency: Project will be documented and shared with all UW campuses, private schools and the technical college system.

Evaluation: Administrative – number of college students and high school students involved in the program; KAB pre/post surveys of perceptions and drinking behavior of program/non-program students.

State of Wisconsin Police Traffic Services

2004



Program 04-04

POLICE TRAFFIC SERVICES

I. GOALS and OBJECTIVES

A. Goals

Goal: To decrease the number of speed-related crashes to 19,192 by end of 2004, to 17,273 by end of CY2007 and to 15,546 by end of CY2009; and to decrease the number of people killed or incapacitated in these crashes to 1,662 by end of CY 2004, to 1,604 by end of CY2007, and to 1,525 by end of CY2009.

1994 Baseline: 24,809 crashes and 2,473 killed or incapacitated

Goal: To decrease the number of fatal or A-injury crashes resulting from other reported "aggressive driving behavior" to 1,922 by end of CY2004, 1,826 by end of CY2007, and to 1,735 by end of CY2009; and to reduce the number of people killed or incapacitated in these crashes to 2,785 by end of CY2004, to 2,646 by end of CY2007 and to 2,514 by end of CY2009.

1994 Baseline: 2,987 crashes and 4,219 killed or incapacitated

B. Objectives

Objective 1: To decrease the number of speed-related crashes to 19,192 by end of 2004 and decrease fatalities and incapacitating (A) injuries resulting from these crashes to 1,589 by the end of CY 2004.

Performance Measure: The number of speed-related crashes in which at least one driver received a citation for speeding, or for which PCCs including one or more speed-related cause were recorded by the responding law enforcement officer; the number of fatalities and incapacitating injuries sustained in such crashes.

Baseline: In 1994, 24,809 or 14.6% of all crashes, 242 or 15% of all fatalities and 2,231 or 17.7% of all injuries were speed-related. Three-year average for 1994-1996 was 24,598 or 15% of crashes, 223 or 14% of fatalities and 2,051 or 17.9% of injuries.

Status: In 2002, 270 people were killed and 1,499 people sustained incapacitating injuries in 20,660 crashes for which speed was a possible contributing circumstance.

Objective 2: To decrease the number of fatal and incapacitating aggressive driving-related crashes to 1,922 and decrease the fatalities and incapacitating injuries resulting from these crashes to 2,785 by end of CY 2004.

Performance Measure: The number of aggressive-driving-related crashes in which at least one driver received a citation, or for which PCCs including one or more aggression-related behavior were recorded by the responding law enforcement officer; the number of fatalities and incapacitating injuries sustained in such crashes.

Baseline: In 1994, 2,987 or 41.8% of all fatal and incapacitating crashes, and 4,219 or 45.3% of all fatalities and incapacitating injuries were aggression-related. Three-year average for 1994-1996 was 2,716 or 40.9% of fatal and incapacitating crashes, and 3,847 or 44.4% of fatalities and incapacitating injuries.

Status: In 2002, 2,848 people were killed or sustained incapacitating injuries in 2,086 crashes for which driver aggressive behaviors were possible contributing circumstances.

Objective 3: To decrease the number of rural crashes to 56,794 by end of CY2004; decrease associated fatalities to 595 and injuries to 25,980 by end of CY 2004.

Performance Measure: The number of reportable crashes in which the responding law enforcement officer recorded the crash as occurring in a rural location; the number of fatalities and injuries sustained in such crashes.

Baseline: In CY1994, 69,749 rural crashes resulted in 566 deaths and 5,033 injuries. The 1994-1996 three-year average was 68,836 crashes, 594 deaths and 4,744 injuries.

Status: In CY 2001, 59,783 rural crashes resulted in 626 deaths and 24,685 injuries.

C. Related National/State Goals

The National Highway Traffic Safety Administration's national traffic law enforcement objectives for 2003 are to increase seat belt use and to reduce impaired driving, speeding, aggressive driving and other unsafe driving acts; to expand training designed to reemphasize a broad-based traffic enforcement program and expand training for law enforcement, prosecutors and judges to heighten emphasis on aggressive driving.

II. ESTIMATED BUDGET

POLICE TRAFFIC SERVICES 04						
Activity	Title	Fed	State	Local	Tot Prog	Loc Benefit
04-04-01	Program Mgmt	65,000	10,000	0	75,000	16,250
04-04-02	PI&E	50,000	5,000	5,000	60,000	25,000
04-04-03	Training	30,000	10,000	90,000	130,000	15,000
04-04-04	Speed Enforcement	400,000	20,000	200,000	620,000	300,000
402 TOTAL	(PT)	545,000	45,000	295,000	885,000	356,250

III. PROBLEM IDENTIFICATION and PROGRAM JUSTIFICATION

Police Traffic Services include the enforcement of traffic laws, training in traffic enforcement skills, and crash and injury prevention activities such as leadership and outreach in communities to encourage safety belt and child safety seat use, use of helmets and protective gear, and support for community-based efforts to discourage speeding, aggressive driving and other unsafe driving behaviors.

All grants for law enforcement activity require that participating officers be trained in TOPS and SFST by CY2004, and that participating agencies coordinate their traffic patrols with other local safety activities and with state and national mobilizations or waves of enforcement.

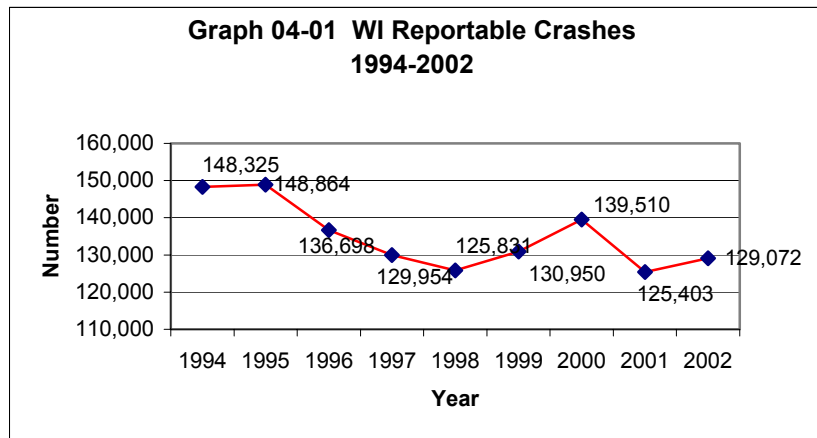
In a 2002 telephone survey of a sample of 750 licensed drivers randomly distributed throughout Wisconsin, respondents perceived speeding to be the most commonly violated traffic law. The majority of respondents admitted to exceeding the limit by up to 5 mph habitually. Ninety percent of respondents indicated that speeding is a serious problem in Wisconsin, second only to impaired driving, but they felt that speeding in their community was no worse than anywhere else in the state.

Eighty-three percent of respondents felt that aggressive driving is a serious problem. Nearly all deny running stop signs or red lights. More than 80% felt that running stop signs or red lights represents a serious problem, but again felt that their community was no worse than anywhere else

in the state. Just under two-thirds of respondents think the level of traffic law enforcement in Wisconsin communities and on Wisconsin highways is adequate. Eighty-three percent were unaware of any special traffic enforcement programs in their community.

A. Magnitude and Severity of Driver Behavior-Caused Crashes

In 2002, Wisconsin law enforcement officers reported 129,072 traffic crashes, an increase of 3,669 (3%) from 2001 and a decrease of 19,253 (13%) from 1994. The number of reportable crashes peaked in the mid-nineties and trended generally downward until 1998, but the trend has reversed since that year and has continued through the first quarter of 2003.



B. Risk Factors for Crash Involvement and Injury

The reporting officer indicates on Wisconsin crash report form (MV4000) one or more “possible contributing circumstances” (PCCs) that in his opinion contributed to crash causation. These PCCs may include roadway, vehicle or driver factors. Driver factors may include driver behaviors or driver condition (generally alcohol or drug impairment). An officer may report a driver PCC, but not issue a citation for a crash. Although more than one possible contributing circumstance can be reported, the PCCs provided in the chart below consider only the primary one.

TABLE 04-02: POSSIBLE CONTRIBUTING CIRCUMSTANCES 2002 CRASHES											
PCCs - All Crashes											
Type	Alc	Speed	SpdAlc	FailContr	Overtake	Maneuver	FTY	Innatent	All other	NoDriver	Total
Jan/June	2,879	10,211	1,348	2,816	6,112	3,074	9,289	10,988	1,390	13,242	
Jul/Dec	3,209	7,729	1,372	3,066	7,348	3,242	10,189	11,873	1,519	18,176	
Number	6,088	17,940	2,720	5,882	13,460	6,316	19,478	22,861	2,909	31,418	129,072
% Total	4.7%	13.9%	2.1%	4.6%	10.4%	4.9%	15.1%	17.7%	2.3%	24.3%	

PCCs - Fatal Crashes											
Type	Alc	Speed	SpdAlc	FailContr	Overtake	Maneuver	FTY	Innatent	All other	NoDriver	Total
Number	134	108	132	28	59	4	87	95	16	60	723
% Total	18.5%	14.9%	18.3%	3.9%	8.2%	0.6%	12.0%	13.1%	2.2%	8.3%	

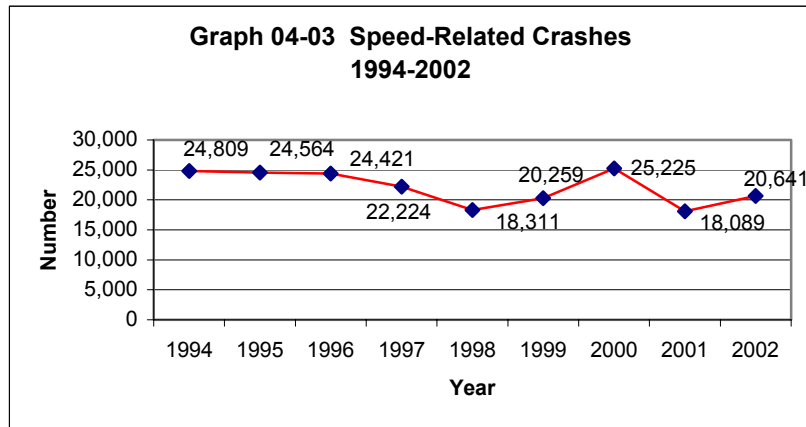
Source: DMV

In 2002, the investigating officer cited a Possible Contributing Circumstance (PCC) for at least one driver in 75% of all crashes and in 91.7% of fatal crashes. This may mean that vehicle or roadway factors were Possible Contributing Circumstances for the remaining crashes, or it may represent incomplete reporting. Note: only the primary PCC is reported.

Speed

A “speed-related crash” is defined as a crash in which at least one driver involved in the crash received a citation for speeding or was listed on the crash report as “exceeding the speed limit” or “speed too fast for conditions.” Of the 129,072 crashes reported in 2002, 20,660 (16%) were speed related. These speed-related crashes resulted in 270 deaths and 11,461 injuries, 1,499 of which were incapacitating to the victim.

In 2002, speed was listed as the primary PCC in 17,940 (13.9%) of the reported crashes and in 108 (14.9%) of the 723 fatal crashes.



Source: WisDOT Crash Database

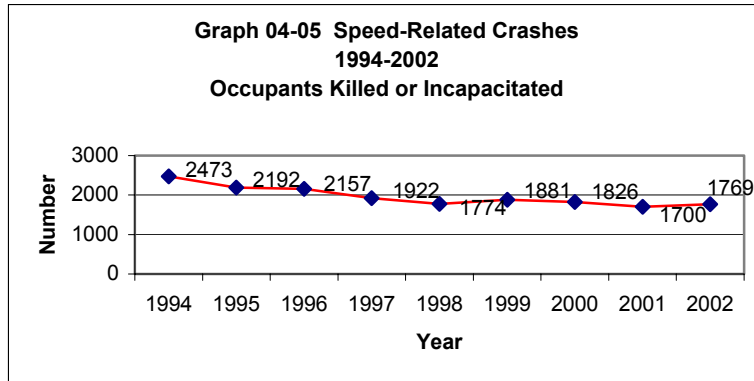
The trend in speed-related crashes has been generally downward since 1994, but fluctuations in recent years are worrisome and may represent a reversal of the trend line.

Table 04-04 -- WISCONSIN SPEED CRASH DATA 1994-2002

SPEED CRASH EFFECTS	1994	1995	1996	1997	1998	1999	2000	2001	2002	94--96 3-yr av	00-02 3-yr av
Speed-Related Crashes	24,809	24,564	24,421	22,224	18,311	20,259	25,225	18,089	20,660	24,598	21,325
Speed-Related Fatalities	242	213	214	214	203	203	231	248	270	223	250
Speed-Related Injuries	14,450	14,197	14,442	13,091	11,439	12,196	13,457	10,981	11,461	14,363	11,966
Speed-Related A-Injuries	2,231	1,979	1,943	1,708	1,571	1,678	1,596	1,452	1,499	2,051	1,516
Total K+A	2,473	2,192	2,157	1,922	1,774	1,881	1,826	1,699	1,769	2,274	1,766

Source: WisDOT Crash Database

The trend in occupant deaths and injuries has been generally downward since 1994, although it has slowed in the past few years.

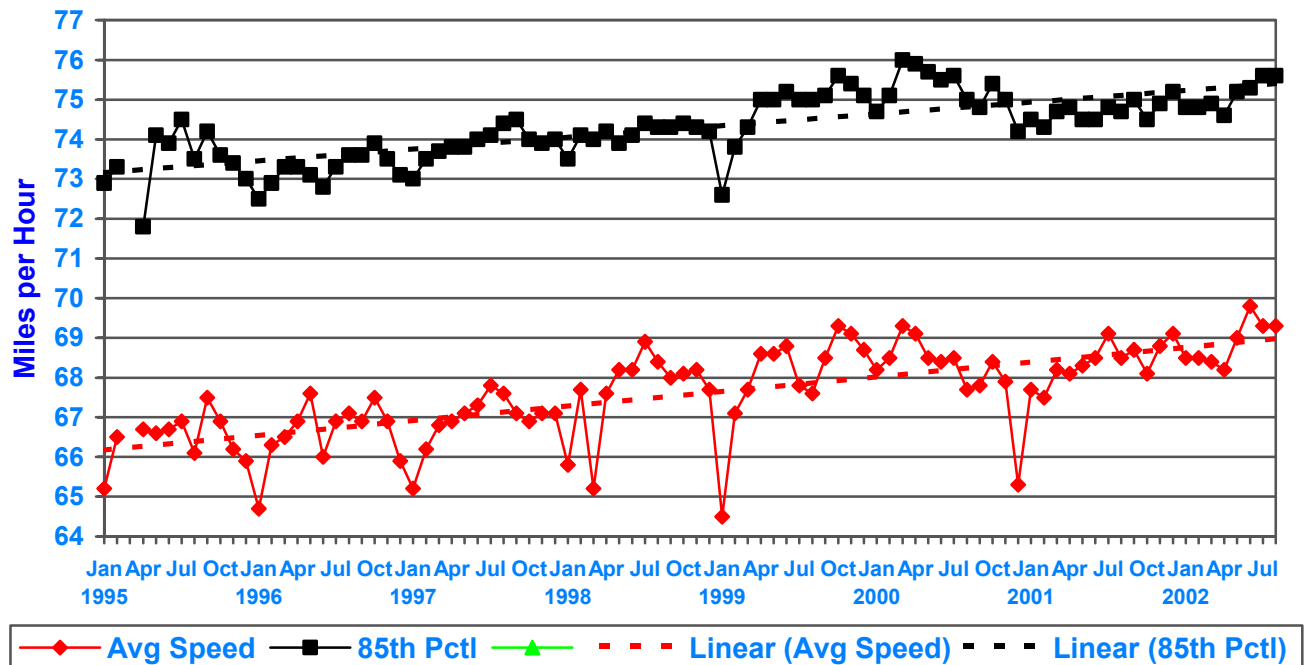


Source: WisDOT Crash Database

During 2002, speed-related crashes, fatalities and injuries increased over 2001. Contributing factors may have included higher speeds on most roads and decreased safety belt use.

Some speed-related crashes in 2002 (132 fatal and 2,720 total) involved both speed and alcohol. "Alcohol-related crashes" are ones in which at least one driver involved in the crash was listed on a police or coroner report as drinking alcohol prior to the crash. Speed-Alcohol crashes are considered to be alcohol-related crashes because speeding is only one of many bad decisions made by an impaired driver. The most effective interventions are aimed at separating the impaired person from the vehicle before they drive. Alcohol and speed combined also contribute to ejection of unbelted drivers and passengers.

Chart 04-06: SPEEDS on WI RURAL 4-LANE ROADWAYS
(Posted @ 65 mph prior to June 1996)
Average & 85th Percentile Speed
(January 1995 – August 2002)



Speeds have increased steadily on rural 2-lane and 4-lane roadways since the reinstatement of the 65 mile per hour speed limit on freeways and expressways. The increase is more marked on the 4-lane roadways, but the effects in terms of speed-related crashes are greater on the 2-lane roadways. In 2002, 85% of drivers traveled at 76 mph or slower and the average speed was just above 68 mph on rural 4-lane roadways. The dips in speed limit associated with periods of snow and adverse weather in prior years did not occur during 2001 or 2002.

Aggressive Driving

In a 1999 NHTSA survey on aggressive driving attitudes and behaviors, more than 60% of drivers perceived unsafe driving by others as a major personal threat to themselves and more than half admitted to driving aggressively on occasion. Although there is no single accepted definition of aggressive driving, NHTSA defines it as "operating a motor vehicle in a manner that endangers or is likely to endanger people or property."

Aggressive drivers are high-risk drivers. They are more likely to drink and drive, speed, or drive unbelted even when not being aggressive. They act as though their vehicle provides anonymity, allowing them to take out driving (and non-driving related) frustrations on others. Their frustration levels are high and concern for other motorists low; they consider vehicles as objects and fail to consider the human element involved. Roadway congestion is a big contributing factor to driver frustration and a trigger to aggressive driving behaviors.

Aggressive driving is generally considered to consist of combinations of several high-risk behaviors which, taken singly, do not represent aggression. These behaviors include exceeding the posted speed limit, following too closely or tailgating, erratic or unsafe lane changes or weaving in and out of traffic, improperly signaling lane changes; running stop signs, disobeying red lights, passing on the right, flashing lights, blowing horns, or making hand and facial gestures.

Wisconsin, like most states, does not have a citation for "aggressive driving." For tracking and evaluating "aggressive driving" deaths and injuries, an "aggressive driving behavior crash" is defined as one in which at least one driver was cited for exceeding the speed limit, speed too fast for conditions, failure to yield right of way, failure to obey traffic sign or signal, following too close, driving left of center, improper overtake OR a crash in which "driver behavior" was noted by the responding law enforcement officer as a PCC on the MV4000 crash report form.

Table 04-07: Aggressive Driver Behaviors and Crashes 1994-2002							
	1994	1995	1996	1999	2000	2001	2002
Aggressive K&A Crashes	2987	2659	2503	2245	2281	2040	2086
Total K&A Crashes	7154	6551	6231	5707	5639	5140	5318
% Aggressive Crashes	41.8	40.6	40.2	39.3	40.4	39.7	39.2
Aggressive K&A Injuries	4219	3700	3622	3185	3165	2784	2848
Total K&A Injuries	9320	8489	8214	7357	7242	6588	6685
% K&A Injuries	45.3	43.6	44.1	43.3	43.7	42.3	42.6

Source: WisDOT

The number of "aggressive driving" crashes in which the worst injury was a death or incapacitating injury has decreased by 30% since 1994. Aggressive driving crashes represent 39% of all fatal and A-injury crashes and 42.6% of all fatalities and A injuries.

Table 04-08: Driver Aggressive Behaviors, Crashes and Fatalities 2001		
Behavior	Total Crashes	Fatal Crashes
Failure to Yield ROW	19,477	75
Improper Overtake	13,157	51
Disregarded Traffic Sign or Signal	5,832	29

Source: DMV

Inattentive Driving

Inattentive Driving is a catch-all category, including everything from distracted driving to drowsiness, and thus is extremely difficult to countermeasure. During 2002, a PCC for Inattentive Driving was listed for 25,852 crashes, 155 fatalities and 14,861 injuries. This represents 20% of Wisconsin's traffic crashes and deaths, and more than 25% of all traffic injuries during 2002.

Location: Rural Crashes

More than four times as many fatal crashes (583) occurred on rural roadways than urban (142) in 2001, but more injury crashes occurred on urban roadways (22,541) than on rural (17,093). 653 people were killed and 25,242 were injured in crashes on rural roadways. 142 people were killed and 35,534 people were injured in crashes on urban roadways.

Table 04-10:2002 Crashes by Highway Class and Severity				
Hwy Class	Fatal	Injury	PDO	Total
Local Street/Road	198	20,460	42,621	63,279
County Highway	171	4,218	11,186	15,575
State Highway	310	12,711	28,779	41,800
Interstate System	44	2,245	6,129	8,818
Total	723	39,634	88,715	129,072

Source: DMV Crash Database

Location: Intersection

Nationally nearly half of all crashes and about 20% of all fatal crashes occur at intersections. In Wisconsin, 198 fatal and 19,255 injury crashes occurred at intersections during 2002. Many of these crashes resulted from aggressive driving behaviors, but a recent national review of intersection crashes indicates that the best countermeasures for these crashes involve engineering changes and automated enforcement technologies.

Month and Time of Crash

Weather appears to have a considerable effect on crash occurrence. Speeds fall during periods of adverse weather, and although minor crashes may increase, those causing serious death and injury decrease.

In all crashes on rural and urban roads, September had the greatest number of fatalities, followed by August, November and December. The greatest number of injuries occurred during the months of May through October.

Speed-related crashes are most frequent during commute hours: 7-8 a.m. and 3-6 p.m. More persons were killed in nighttime speed related crashes: 10 p.m.-3 a.m. Speed-related injuries were most frequent during the early morning hours of 3 - 8 a.m.

Municipality Type

A recent study of high-risk driver behaviors reported that community development patterns are a significant factor in high-risk driver crash deaths. If a community has high transit use, with biking and walking populations, its death rate was lower than communities characterized by urban sprawl. The latter communities have more high-speed arteries and higher population that contribute to congestion.

Table 04-11: 2001 Crashes by Municipality Type and Severity				
Municipality	Fatal	Injury	PDO	Total
City	130	22,408	42,321	64,859
Town	521	14,238	36,858	51,617
Village	33	2,713	6,181	8,872
Total	684	39,359	85,360	125,403

Source: 2001 DMV Crash Database

IV. STRATEGIES FOR DECREASING DEATHS & INJURIES

A. Strategies Selected for 2004

Strategy – Targeted Traffic Law Enforcement

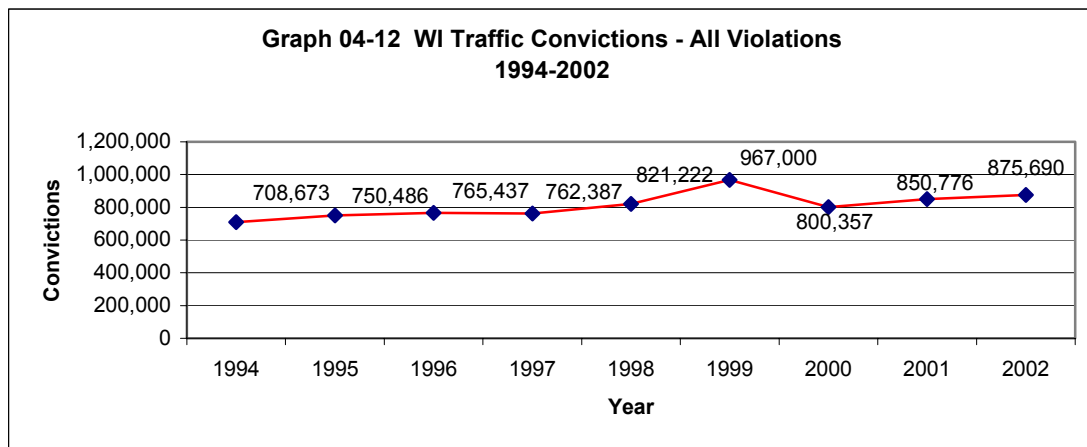
Specialized enforcement projects such as speed waves, aggressive driving patrols, red-light running campaigns and the like may contribute to the public's awareness of specific types of unsafe driver behaviors at the same time that the presence of traffic patrols serves as a general deterrent to the wide variety of undesirable behaviors that are not being targeted.

Crashes caused by speeding, aggression and other risky driver behavior must be addressed by multiple strategies, of which traffic law enforcement is a major component. However, enforcement is only briefly effective if performed as a stand-alone strategy. A 2003 University of Toronto/University of California study showed that receiving a traffic ticket reduces a driver's chance of being involved in a fatal crash by 35%, but that the effect only lasts for several weeks and within 3-4 months, the risk of being involved in a fatal crash returns to the pre-ticket level. It may safely be assumed that the mere presence of traffic officers will have even less effect on an individual's long-term behavior.

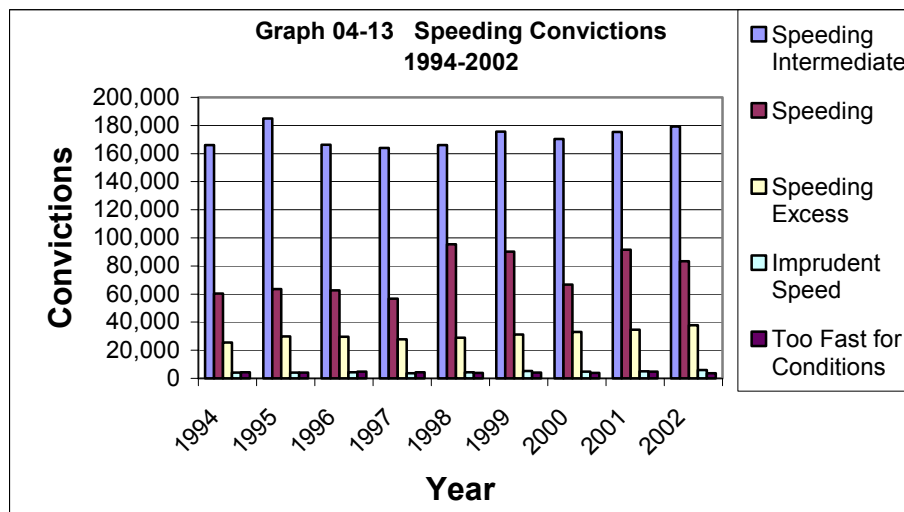
Many studies have demonstrated that combinations of strategies that increase the public's perception of risk of immediate negative consequences (i.e., a citation and fine), and maintain this perception over time, are the most effective use of traffic law enforcement time. In the long run, community attitude shifts changing the definition of "acceptable" behavior have the greatest potential for decreasing negative driver behaviors. The public needs to accept that officers are contributing to public health and safety by enforcing traffic laws; this attitude shift is best accomplished through Safe Community and other community-based coalitions. Law enforcement cannot be expected to make these changes alone.

The Federal Highway Administration and its partners have finalized a comprehensive national intersection safety agenda. It proposes multiple strategies, beginning with better data, emphasizing individual responsibility, applying engineering improvements and using technologies such as red-light-running cameras.

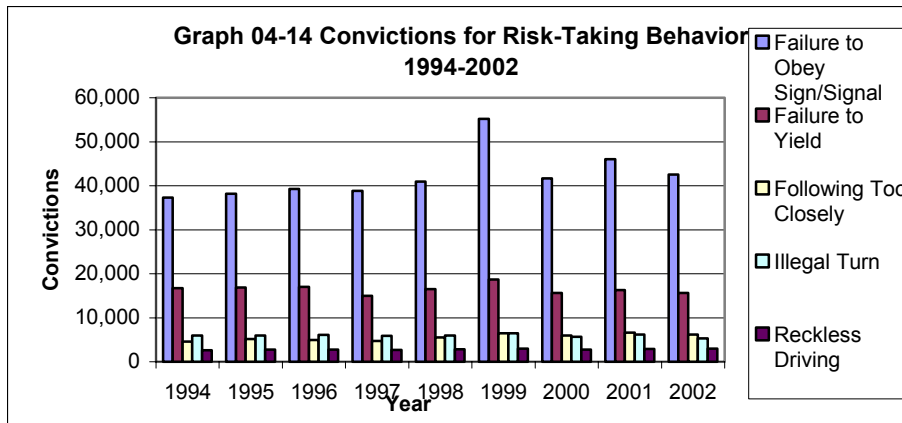
In Wisconsin, the number of convictions for speeding, aggressive driving and inattentive driving indicates both the incidence of the behaviors and the ability and willingness of law enforcement and prosecutors to address them with enforcement strategies.



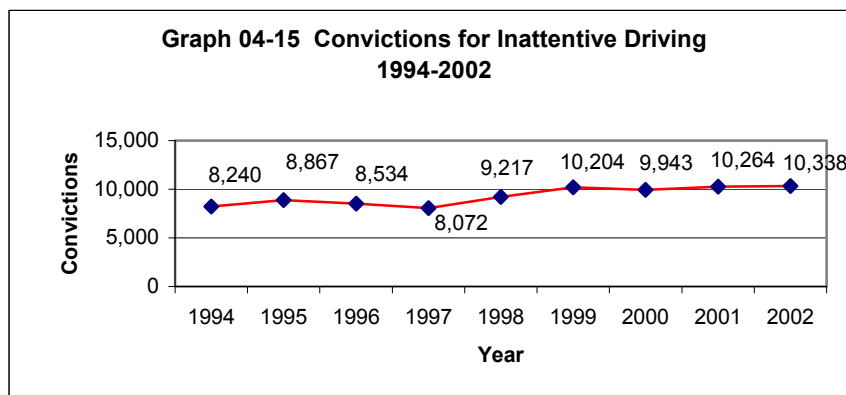
The previous graph shows a slow climb in total convictions with a relatively sharp drop in 2000. The increase to 850,776 in 2001 is largely due to a considerable increase in safety belt citations, which carry no points and a negligible fine.



Speeding intermediate is the most commonly cited traffic offense in Wisconsin.



Convictions for Risk-taking behaviors show no clear trend either as a whole or for individual violations.



Wisconsin has a complex organization of autonomous state, county and local law enforcement agencies from which voluntary participation must be sought. The state has no single agency responsible for the administration of public safety or traffic law enforcement.

The Wisconsin Department of Justice (DOJ): The DOJ provides legal advice and representation, criminal investigation, officer training and other services. The Attorney General, an elected official, directs the DOJ. The DOJ Division of Law Enforcement Services provides technical and scientific assistance to state and local agencies and maintains files pertaining to criminal behavior. Within that division, the Bureau of Training and Standards is primarily responsible for the administration of Law Officer training in Wisconsin. DOJ has no traffic law enforcement unit, but does have a Community Policing Specialist.

The Office of Justice Assistance (OJA). OJA, located in the Department of Administration (DOA,) administers federal grants and is responsible for maintaining information systems such as the Uniform Crime Reports and information regarding law enforcement employment and approximate percentages of jurisdictional population, summarized in an annual publication, *Crime and Arrests in Wisconsin*.

WisDOT Division of State Patrol: The Division of State Patrol, located within the Wisconsin Department of Transportation, is organized into seven districts led by Patrol Captains. The number of sworn traffic officers of all ranks is limited by statute to 405 (Wis. Stats., sec. 110.07(l)). WSP troopers investigate about 4% of all crashes, and write more than 35% of statewide total citations. Each District may coordinate its enforcement efforts with those of the counties and municipal agencies within district boundaries. The State Patrol also manages the state radio tower system and the Motor Carrier Safety Assistance Program (MCSAP), and operates the Wisconsin State Patrol Academy to train state, county and local law enforcement officers. The Wisconsin State Patrol had the first safety belt policy in the nation (1956).

County and Municipal Law Enforcement Agencies: Wisconsin has 640 law enforcement agencies; 72 county enforcement agencies and 215 municipal enforcement agencies employ at least one full-time sworn officer. However, the data are clear – most of Wisconsin’s crashes are reported by county and city enforcement officers. The burden of responding to crashes, maintaining scene safety and investigating and reporting the crashes falls totally within their local budgets. Because they are also responsible for calls for service, including crimes, disturbances, citizen assistance and the like, large amounts of local enforcement resources must be juggled to meet priority needs, which may not be traffic.

Table 04-16: 2002 Crashes by Reporting Agency Type by Severity				
Reporting Agency Type	Fatal	Injury	PDO	Total
State Patrol	67	1,640	4,203	5,910
County Sheriff	493	14,083	37,968	52,544
City Police	120	20,409	39,032	59,561
Village Police	16	2,064	4,514	65,94
Town Police	24	1,345	2,795	4,164
Other	3	93	203	299
Total	723	39,634	88,715	129,072

Strategy: Education – Public Information

Enforcement Campaigns: Effective mass media techniques have been shown to increase the motoring public’s perception of the risk of becoming involved in a serious crash or of receiving a citation for unlawful behavior and to improve the immediate and long-term effectiveness of enforcement campaigns. The “Elmira” model of waves of publicity and enforcement has shown success for more than 20 years. Thus, all Wisconsin enforcement activities will include a publicity campaign that precedes the activity and has a message relating to the presence of enforcement patrols and their immediate, high-probability consequences, whether the patrols occur in waves or as a general deterrence activity.

Public education cannot by itself change the motoring public’s attitude regarding the social benefit of obeying posted speed limits or other socially desirable driving behaviors. These attitude changes occur most successfully within communities as outgrowths of community-wide integrated

safety programs such as Safe Community coalitions, in which traffic law enforcement is one strategy employed in concert with public education, community forums and others which in total can change social norms.

Strategy: Training and Technology Transfer

The mandated 400-hour Basic Law Enforcement Recruit training is provided at the technical colleges. Of the 400 hours, only 12 hours are allotted to traffic enforcement training. Employer-based programs such as the State Patrol Academy and the cities of Madison and Milwaukee require more hours of basic training including additional traffic enforcement training. The State Patrol course lasts 23 weeks or 920 hours, including extensive traffic enforcement training and skills development. The Academy also provides a one-week Basic Crash course for officers who want to improve their traffic enforcement skills and offers advanced courses such as crash dynamics or advanced crash investigation.

Effective and ongoing traffic policing, if integrated into other community programs, is a factor in improving or maintaining the quality of life in a community. Traffic enforcement officers need the skills, tools and technology that permit them to make most effective and efficient use of their time. By supporting officers' basic detection skills, technology will improve their ability to enforce the law and to catch criminals.

Strategy: Community Empowerment

At the community level, Madison's model traffic enforcement team, the Traffic Enforcement and Safety Team, was developed because of community concern with speeding and other unsafe traffic behaviors. BOTS is supporting the Brown County Community Traffic Team to develop general written guidelines for Traffic Team projects, including community support, activity and participation criteria, and establishing willingness and capability to financially support this project after highway safety dollars are expended.

Strategy: Enactment of laws, ordinances, policies and procedures

Several statewide professional associations and organizations provide both social and political networks and can also serve as legislative lobbyists. The judicious selection of associations and organizations to target as vital actors in Wisconsin's plan for these belt use enforcement campaigns is an efficient means of reaching a large number of officers in all types of enforcement agencies.

B. Criteria for Project Selection

Priority for Speed/Aggressive Driving Law Enforcement funding will be given to the counties and communities with:

- (1) populations in excess of 10,000 and with many highway miles and other exposure factors;
- (2) the most total crashes or crashes of a particular type with serious injuries and deaths and/or a high injury to death ratio;
- (3) demonstration of willingness to coordinate safety strategies, programs and funds (extra consideration will be given to Safe Communities that include Speed and Aggressive Driving countermeasures into their community-wide planning);
- (4) demonstration of willingness and ability to commit local funding and other match, and to sustain the effort without Highway Safety funds;

- (5) a plan to evaluate the effectiveness of their enforcement activities; and
- (6) a history of using Highway Safety funds effectively and providing timely and complete documentation of project activity.

Priority for Sustained Alcohol Deployments ("Saturation Patrol") funding will be given to counties and communities:

- (1) populations in excess of 10,000 and with many highway miles and other exposure factors;
- (2) the highest number or greatest frequency of crashes or of crashes of a particular type with serious injuries and deaths and/or a high injury to death ratio;
- (3) participating in National Mobilizations for Impaired Driving and Safety Belt;
- (4) producing a plan and schedule for sustained alcohol deployments targeting highest risk times and locations, and coordinated with neighboring communities;
- (5) demonstrating willingness to coordinate this enforcement with other safety strategies, programs and funds (extra consideration will be given to Safe Communities that include Saturation Patrols into their community-wide planning);
- (6) demonstrating willingness and ability to commit local funding and other match, and to sustain the effort without Highway Safety funds; and
- (7) providing a plan to evaluate the effectiveness of these enforcement activities.

Smaller communities may be eligible if they demonstrate problems of unusual scope or unusual buy-in and effectiveness in implementing past Highway Safety projects.

V. ACTIVITIES and ESTIMATED FUNDING by STRATEGY

STRATEGY -- ADMINISTRATION

Activity: 04-04-01-PT POLICE TRAFFIC SERVICES PROGRAM MANAGEMENT

Problem: Short and long-term planning and management of the Police Traffic Services Program and activities in Wisconsin. Coordination with traffic law enforcement activities funded elsewhere in this Plan. Coordination with traffic law enforcement activities funded from other federal, state and local resources.

Objectives: Administer the Police Traffic Services Program, including project development and implementation, training development and implementation, coordination of special projects, BOTS representative to the Traffic Law Enforcement Task Force, Advisor to the Wisconsin Traffic Safety Officers Association and promotion of law enforcement (LE) information on technology and tools, participation in conferences, training, and on appropriate committees.

Resources: \$65,000 for 1.0 FTE, travel, training, DP, M&S.

Self - Sufficiency: None.

Evaluation: Compare program objectives and planned activities with accomplishments and prepare written report on reasons for success or lack thereof. Quarterly and final reviews and Annual report.

STRATEGY -- EDUCATION – Public Information & Education

Activity: 04-04-02-PT PUBLIC INFORMATION AND EDUCATION CAMPAIGNS

Problem:	Perception of risk through effective mass media has been shown to improve the immediate and long-term effectiveness of enforcement campaigns. The "Elmira" model of waves of publicity and enforcement has been successful for more than 20 years. All enforcement activity will include a publicity campaign that precedes the activity and has a message relating to the presence of enforcement patrols and their immediate-high probability consequences, whether the patrols occur in waves or as general deterrence activity. No materials have been developed that are directed to highest risk groups (young male drivers) for speed-related crashes. Driver aggression and driver distraction materials are also lacking.
Objectives:	<ol style="list-style-type: none"> 1. To coordinate PI&E with national mobilizations and state sustained enforcement deployments. 2. To develop materials/ campaigns directed at highest risk drivers for speed and aggression. 3. To reach 25% of the target audiences with appropriate messages and change the behavior of 10% of them. 4. To reproduce and distribute existing materials.
Resources:	\$50,000 for contract for services, production, printing, postage and evaluation.
Self- Sufficiency:	If special local identifiers are needed the community or organization will cover that portion of the printing unless it is incorporated into a specifically approved project.
Evaluation:	BOTS PI&E Evaluation Administrative- number of persons receiving messages. Impact: survey changes in KAB

STRATEGY -- EDUCATION – Training

Activity: 03-04-03-PT LAW ENFORCEMENT TRAINING

Problem:	Specialized traffic law enforcement training is needed on a continuous basis because of turnover of new traffic officers, changes in laws, social attitudes and behaviors and of availability of new enforcement tools, technologies and techniques. At this time there is no database of traffic officer training in WI.
Objectives:	<ol style="list-style-type: none"> 1. To inform 100 law enforcement management and traffic patrol officers about speed and other aggressive driving enforcement "best practices." 2. To support 12 officers representing large associations to attend specialized traffic safety conferences and to disseminate the information they bring back to WI. 3. To support meetings of the Traffic Law Enforcement Task Force. 4. To support the Traffic Officer's Association and conference. 5. To provide law enforcement traffic management with improved briefing tools.
Resources:	\$ 30,000. \$9,000 for LE attendance at conferences, \$7,000 for TLE Task Force meetings and events, \$10,000 for WTSOA reorganization, Annual Conference and meetings; \$4,000 for management briefing tools (fees, travel, and curriculum development, meeting expenses.)
Self - Sufficiency:	On going activity. Match (hard and/or soft may be required).
Evaluation:	Administrative. Trainees complete evaluations. Pre/ Post KAB tests. Curriculum may also be evaluated.

STRATEGY -- ENFORCEMENT

Activity: 04-04-05-PT TRAFFIC LAW ENFORCEMENT

Problem:	Federal guidelines for "Alcohol Saturation Patrols" require a high level of sustained enforcement as well as participation in national mobilizations. Sustained traffic enforcement consists of at least monthly
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patrols covering areas in which more than 80% of the population resides and in which more than 60% of the fatal alcohol crashes occur and/or a disproportionate fatality to crash ratio was observed. In 2002, speed was a contributing cause in 14% of crashes and 15% of all fatal crashes. 39.1% of all fatal and A-injury crashes were listed as caused by aggressive driving actions. While more people were injured in urban crashes, more people were killed in rural crashes in 2002.

Objectives:

1. To support sustained Alcohol Saturation enforcement in coordination with the national mobilizations.
2. To reduce the incidence of speed - related crashes by 10% to 16,280, associated fatalities to 223 and incapacitating injuries to 1,307 and 15% reduction in speed-related crashes in project communities by end of CY2004.
3. To reduce statewide incidence of driver-aggression caused crashes, fatalities and injuries by the end of CY2004.
4. To fund at least 3 rural speed enforcement projects in counties where the 2000 Injury/Death ratio was at least 30.0 and not to exceed 49.0 and where the County Sheriff's Department did not appear on crash data for other speed enforcement projects.
5. To continue funding a Brown County Community Traffic Team to produce general written guidelines for Traffic Team projects, including community support, activity and participation criteria, and document willingness and capability to financially support this project after highway safety dollars are expended.

Activities:

1. Coordinate the grant award process for Alcohol Saturation sustained enforcement projects covering the required areas of the state to overlap to the greatest extent possible with the process for award of speed and high-risk behavior grants.
2. Up to 15 Speed Enforcement Projects consisting of overtime enforcement, purchase of enforcement related tools or a combination of both
3. Up to 6 Rural Speed Enforcement Projects consisting of overtime enforcement, purchase of enforcement-related tools or a combination of both
4. Continue supporting the Brown County Traffic Team.

Resources: \$400,000 \$300,000 for wage and fringe (OT enforcement) for sustained enforcement projects; \$60,000 for speed/rural speed projects for OT enforcement, and or traffic enforcement equipment from approved list; \$40,000 for Brown County.

Self - Sufficiency: Grant recipients must provide plan for self sufficiency in project application.

Evaluation: Enforcement Activity Report Forms monthly BOTS administrative evaluation based on officer reporting on MV4000, Citation Form, and other reporting forms.

State of Wisconsin Traffic Records

2004



Program 04-05 TRAFFIC RECORDS

I. GOALS and OBJECTIVES

A. Goal

To coordinate and encourage improvements in the development and use of a complete and comprehensive state highway safety information system, and to support the planning, operational management or control and evaluation of Wisconsin's highway safety activities using the highest quality data.

1994 Baseline: WI Crash Data is among the best in the nation

B. Objectives

Objective 1: To promote data-driven highway safety decision-making in Wisconsin by state and local organizations and data users during FFY 2004.

Performance measures: Number of documented instances of use of crash, vehicle, driver, citation, linked hospital or other records used in WisDOT or other state or local agency decision-making processes. Number of trained data users.

Baseline: In 1994, WisDOT's Highway Safety Performance Plan, State Highway Plan, and some local Safe Communities program planners used many of these data sources. Program managers and local safety professionals have not had Traffic Records training, and did not perform valid project and program analyses.

Status: In 1999, a Traffic Records Assessment was performed, the WI TRCC has met quarterly, TR Strategic Plans have been published and updated annually. Problem ID for the Highway Safety Performance Plan and Annual Report are data-driven, but few program or project evaluations have been performed. No TR training has been made available.

Objective 2: To ensure vigorous participation of all interests in the State Traffic Records Coordinating Committee and to use the TRCC's Traffic Records Strategic Plan recommendations as the basis for decision-making about highway safety information systems, including the programming of 402 and 411 funds during FY2004.

Performance measure: Level of participation by interested parties in meetings of Traffic Records Coordinating Committee. Number of *Strategic Plan* recommendations for which action has begun.

Baseline: In 1999, a State Traffic Records Assessment was performed, and a TR Coordinating Committee was established.

Status: The TRCC meets quarterly. This 2004 HSP incorporates recommendations from the 2002 TR Strategic Plan and specific recommendations from the TRCC during its spring quarterly meeting. 2003-4 Strategic Plan under development with updated and operationalized objectives.

Objective 3: To improve crash and outcome reporting by increasing use of linked reports and by increasing the linkages to coroner, ambulance run and emergency department databases during FFY 2004.

Performance measure: Number of communities and agencies using linked reports for highway safety purposes. *Note: This objective is changed as of 2003: Local road information improvements will be tied to Objective 4 – Automation and has been deleted here.*

Baseline: In 1994, BOTS provided 200 communities with linked hospital discharge/ crash reports. Only crash, hospital discharge and death certificate databases are currently linkable.

Status: Linked files are available to all counties on the CODES Internet site. Approximately 200 communities receive hard copy linked data reports. Death certificate data are being linked, and the 2002 emergency department data will be available for linkage later in 2003 at the earliest. No ambulance run data are being collected by the state.

Objective 4: To improve the collection, processing and/or dissemination of traffic safety information by increasing the availability of automated data collection and quality GIS base maps with VMT and other normalizing data.

Performance Measure: Number of traffic records files programmed for automated data collection; % of files receiving data electronically; and number of hits on WisDOT and CODES Internet site. *Note: This objective is changed as of 2003. Progress toward complete statewide GIS centerline maps and VMT information for local roads will be measured.*

Baseline: In 1994, 4 communities tested new technologies for crash, geo-location and communication. No TR data were available on the WisDOT Internet site. Hospital discharge file and state death certificates are automated.

Status: In 2003, WI will complete programming for TraCS crash, citation, OWI Tracking and Warning modules; TraCS CMV Inspection and Crime/Incident modules are being investigated. The first year of automated emergency department data has been collected. Geo-location technologies are being investigated for incorporation into the TraCS system. No state GIS base map or standards exist and VMT data are not available for local roads.

II. ESTIMATED BUDGET

TRAFFIC RECORDS 05						
Activity	Title	Fed	State	Local	Tot Prog	Loc Benefit
04-05-01	Prog Mgt/Analysis	110,000	20,000	0	130,000	27,500
04-05-02	Data Linkage	75,000	12,000	1,000	88,000	18,750
04-05-03	Analyses/Outreach	50,000	5,000	5,000	60,000	12,500
04-05-04	TraCS Rollout	50,000	10,000	25,000	85,000	12,500
402 TOTAL	(TR)	285,000	47,000	31,000	363,000	71,250
04-05-05	411 Strategic Planning	5,000	15,000	12,000	32,000	1,250
04-05-06	Crash Data Improve	215,000	75,000	200,000	490,000	53,750
411 TOTAL	(J9)	220,000	90,000	212,000	522,000	55,000
04-43-01	CODES Demonstration	58,000	2,000	7,000	67,000	14,500
403 TOTAL	(DX)	58,000	2,000	7,000	67,000	15,500
State 461	Policy Analysis	0	221,000	0	221,000	55,250
State Total	(461)	0	221,000	0	221,000	55,250
TOTAL	ALL FUNDS	563,000	360,000	250,000	1,173,000	196,000

III. PROBLEM IDENTIFICATION and PROGRAM JUSTIFICATION

A. Nature of the Traffic Records System

Information as Government Function:

One important government function is the provision of timely, accurate, complete and replicable data to be used for policy development and for the allocation of public funds to effective and cost-effective projects and programs. Traffic Records are core components of public safety, public health and public security decision support.

A "performance plan" such as this Highway Safety Plan requires good information for program and project selection and for measuring the effectiveness and cost-effectiveness of programs and projects into which public funds have been distributed. Thus, this planning function is highly

dependent upon the availability and use of quality records from a Traffic Safety Information System.

Wisconsin's Traffic Safety Information System ("Traffic Records")

A complete Traffic Safety Information System (TSIS) consists of crash, driver, vehicle, roadway, commercial motor vehicle, citation/conviction records (maintained by WisDOT), and emergency medical services, emergency department, inpatient, and rehabilitation records (maintained by the Wisconsin Department of Health & Family Services and individual health care providers). These data should be geo-coded and tied to a location reference system, associated with normalizing information such as traffic volume and demographic data, and should be made linkable through shared definitions of common data elements.

Wisconsin's TSIS is generally excellent; its crash, driver and vehicle files are particularly good. No central database or state standards exist for developing GIS base maps or geo-coding roadway-related data; as a result the state is a patchwork of variable coverages, and safety analyses can only be performed reliably in a few places.

Health care records maintained by the Bureau of Health Information are also excellent. Wisconsin does not have an EMS Run database or a Trauma Registry. An Injury Center and CIREN project exist at the Medical College of Wisconsin, but these are relatively new and not collaborating with highway safety at this time.

Uses of Traffic Records

A complete and comprehensive state traffic records system is essential for effective traffic-related injury control efforts. Traffic records provide the necessary information for tracking of trends, planning, problem identification, operational management and control, and implementation and evaluation of highway safety activities. In today's environment these records must be integrated with records supporting other public safety and security initiatives.

Behavior Change/Social Marketing – Survey Data

Since most (85% to 95%) crash causation results from human behavior, Traffic Records Systems should also contain longitudinal data about knowledge, attitudes and behaviors as well as about behavioral motivators, especially of people at greatest risk of traffic injury or those most able to effect changes in social mores and institutions.

Behavior is difficult to characterize, and behavioral change is difficult to quantify and analyze. Collection of longitudinal information about knowledge, attitudes and behaviors of target populations is vital for planning for behavioral change strategies. Planning and evaluating behavior change requires sophisticated analyses of data from a variety of sources. These analyses are applied to long-term processes with multiple intervening factors.

IV. STRATEGIES FOR IMPROVING TRAFFIC RECORDS

State Traffic Records Assessment: In 1999, a NHTSA/NAGHSR Traffic Records Assessment was performed in Wisconsin. Major recommendations of the assessment were:

- (A) create and formalize a state traffic records group with state and local representation; DONE and CONTINUING

The State Traffic Records Coordinating Committee (TRCC) was established in 1999. It has met quarterly since 2000 and has developed a *State of Wisconsin Traffic Records Strategic Plan* that it updates annually. The Strategic Plan incorporates many of the Assessment team's recommendations, adds areas not considered or emerging since the federal Assessment, and identifies priorities based on the TRCC's understanding of WI resources and challenges. 2000-2002, priorities were:

- (1) Automate the state crash form and process (and relate that automation to other law enforcement automation initiatives);
- (2) Improve and automate the collection of crash and citation location information;
- (3) Improve the records of post-crash treatment, outcomes and costs.

- (B) initiate an on-going traffic records planning process; DONE and CONTINUING

- (C) provide training and promote a user-friendly data access system; NO TRAINING; ACCESS UNDERWAY

Community activists and safety professionals in all except the largest venues have limited access to automated traffic record and other injury-related information to assist them in their community safety planning. Improved access at the state level will require increased numbers of trained data miners using SAS, easy access to standard reports, knowledge of sources for ad hoc reports and Internet access to all types of data.

- (D) adopt a common reference system; UNDERWAY

A common reference system for all safety related databases using standardized Geographical Information System (GIS) base maps is a powerful means of coordinating and analyzing the relationships among the many sources of data necessary for investigating the multiple, intersecting factors which underlie human behaviors. Planners and crime analysts already use these powerful tools. They have not yet been used for highway safety planning in Wisconsin.

Location data needs for transportation safety improvements must be integrated with the needs of the law enforcement agencies that collect roadway safety data and with the needs of other partners in state and federal public health, public safety and emergency management systems. However, Wisconsin has no state transportation base map, and no standard-setting organization or system for GIS mapping or geo-coding of public safety or other government data. Each county or community develops its own base maps and selects its own GPS or AVL system for locating public safety incidents.

How the state addresses issues of precision, collection techniques, WisDOT database design, etc. will have an effect on state and local planning and selection of safety improvements as well as on the selection of prevention and intervention strategies.

(E) ensure currency of conviction data; UNDERWAY

Wisconsin received a NHTSA Demonstration Grant to develop a Model OWI Tracking System in 2003. Included in the grant deliverables are upgrades to electronic capture and access to citation and conviction data.

(F) continue support of automated ambulance run system and get legislative mandate for ambulance run data collection. ABANDONED BY DH&FS.

Wisconsin has linked state in-patient and crash databases since 1991 using CODES software, added state mortality file data in the past two years and will begin linkage of the state emergency department records when 2002 data become available. The WEMSIS ambulance run data system was discarded by the state EMS Board and there are no plans to collect ambulance run data. The State Trauma System has been endorsed, but not funded, by the State Legislature, and a Trauma Registry will collect data only on the worst injuries, when and if it is funded.

Automated Data Collection

Wisconsin has adopted the National Model TraCS Enforcement Data Collection System. The Traffic Accident Section of the Division of Motor Vehicles (DMV) is the lead for Wisconsin's TraCS project and has organized a State TraCS Steering Committee to assure coordinated development of all collection and management systems. TAS began developing TraCS eCrash data entry forms in 2001. Model OWI Tracking System grant funds are now being used to develop the TraCS eCitation and OWI Tracking forms. The State Patrol is developing a TraCS eWarning form and investigating the use of TraCS forms for collecting commercial vehicle inspection data. The state currently plans to make the TraCS software available to all law enforcement agencies statewide during 2004. As the TraCS eCitation and OWI Tracking project matures and integrates with automated crime and court systems, citation/conviction data will be more complete and timely.

A pen-based palm or tablet data entry system for observational surveys has been programmed and is being beta-tested. It will be distributed to communities statewide for standardized observational surveys of safety belt use, helmet use, and other observations as each survey module is programmed. Roll-out is planned for 2004.

Access to Highway Safety Information

BOTS will continue to create datasets standard reports and to request that they be posted to the WisDOT Internet site.

BOTS makes its annual *Highway Safety Plan*, *Annual Report*, *Crash Facts* and *Alcohol Traffic Crash Facts* publications, Safety Fact Sheets and 5-year Community Crash Summaries available on the WisDOT Internet site. BOTS also supports the UW Center for Health Systems Research and Analysis (CHSRA) CODES Internet site that provides CODES and E-Code reports at the county level. Community-level CODES and E-Code reports are still mailed out to each county health department and to Safe Community Coalitions.

Communities participating in the automated collection of crash data using TraCS will be able to access their own automated files at the same time they forward the data to the state. When these

data are collected beginning in 2004, training for data users may have a high priority. Coordination of traffic safety analyses with existing crime analysis training is being explored.

A collaborative project is planned with the Wisconsin Division FHWA to organize a Traffic Records Assessment for one Wisconsin tribe and to use that Assessment as an opportunity for traffic records training and Tribal SMS training for all tribal communities in the state.

Location Reference

As part of the TraCS project, a Public Safety Incident Location Committee was established in 2002. This work group is researching and developing recommendations for methods, precision and other technical aspects of the collection of incident location data to be programmed into the TraCS data collection software and the underlying state databases.

The Office of Justice Assistance and the Wisconsin Land Information Association have begun to collaborate with WisDOT, public safety communications centers and local public safety agencies to take advantage of opportunities for location data capture offered by TraCS and by the new cellular 9-1-1 legislation. BOTS and OJA will jointly survey WI public safety agencies to determine the types of hardware and software they now have and plan to purchase.

BOTS and Dane County plan a project that will investigate the issues that arise when multiple public safety agencies with different hardware and software and different levels of sophistication try to coordinate their geo-coding through a unified county dispatch center. This will be used to inform the development of state standards for geocoding of crash and citation data.

Linked Data and Medical Outcome Data

(Assessment Recommendation F)

Wisconsin will continue to link crash, hospital and mortality data, and, beginning with 2002 data, will link emergency department data as well. Wisconsin recently received a CODES Data Network grant for the next five years. This grant will allow the CODES analyst to provide better vehicle information.

Institutionalization of the data linkage is currently being researched and further activity is planned for FFY2004.

Metadata

Traffic records collectors and users at all levels have limited understanding of the strengths and weaknesses of their data, the opportunities to combine or coordinate databases, or even in most cases, the simplest descriptive uses of these data, let alone inferential uses. The Traffic Records Strategic Plan recommends including data dictionaries and other metadata into standard reports. With the increasing importance of geographic data, the use of metadata is increasing and evolving slowly. Again, state leadership for system-wide planning and standard-setting is lacking.

V. ACTIVITIES and ESTIMATED FUNDING by STRATEGY

STRATEGY -- ADMINISTRATION

Activity: 04-05-01-TR PROGRAM MANAGEMENT and SAFETY ANALYSES

Problem: Problem identification, program and project development and analysis, and database development requires skilled analysts who are knowledgeable about the data. Project data must be received, entered, analyzed and returned in a timely fashion for local as well as state project and program analysis.

Objectives:

1. To assist in the development of Highway Safety Plans and Reports
2. To develop and perform analyses of programs and projects.
3. To develop more accessible and user-friendly reports and media.

Resources: \$110,000 for 1 FTE Safety Analyst, 1 FTE Data Entry Assistant, DP, travel, M&S.

Self-sufficiency: 3.0 FTE Safety Policy Analysts, 0.5 FTE Safety Analyst are state funded

Evaluation: Administrative

Activity: 04-05-05-J9 STRATEGIC PLAN REVIEW and REVISION: Complete Implementation of Year 2000 TR Strategic Plan –411 funded

Problem: Wisconsin's TRCC Committee meets quarterly to communicate about safety data improvement, oversee the implementation of the Strategic Plan for Traffic Records Improvements, recommend distribution of Sec. 402 and 411 funds to high priority initiatives and review and revise the Plan as necessary.

Objectives:

1. To review, revise and implement the year 2000 Strategic Plan by December 2004.
2. To continue studying the most effective strategies for records improvements.
3. To provide training for state traffic records leaders and TRCC members.

Resources: \$5,000 for wage & fringe or contractual services, travel and subsistence for committee meetings, presenters, and training, M&S for meeting support, the remainder to be distributed to support the plan.

Self-sufficiency: Institutionalization of coordinated traffic records/public safety information systems improvements is a top priority of the strategic plan.

Evaluation: Process – Notes of meetings, including decisions, distribution of Strategic Plan, determine use made of Strategic Plan. Reported in Annual HSP and Annual Report.

Activity: SAFETY POLICY ANALYSIS - state appropriation 461

Problem: Because of State Highway Safety Office integration within umbrella Department of Transportation, many policy and legislative initiatives have safety implications that are behavioral safety in scope. The Safety Policy Analysis Section provides expertise to WisDOT about safety data, analyses and policy development.

Objectives:

1. Produce policy studies and analyses at request of Secretary's office, other WisDOT units, or Legislature.
2. Perform ad hoc and legislatively mandated safety and program analyses.
3. Produce annual crash facts publications and fact sheets
4. Support Planning & Administrative efforts of SHSO staff

Resources: \$221,000 to support Section chief, policy analyst and research analyst.

Self-sufficiency: State funded permanent positions.

Evaluation: Annual Report. Strategic Business Planning Process.

STRATEGY -- EVALUATION – Data System Improvements - LINKAGE

Activity: 04-05-02-TR DATA IMPROVEMENTS-DATA LINKAGE

Problem: Much problem identification and program evaluation has used only fatality information and estimates of cost. Linkage of crash files with medical and vital records files can provide population-based data on medical outcomes and costs of treatment for injuries as well as fatalities. These linked data improve the quality of problem identification at the state and local level, permit identification and quantification of intervening factors and provide quality assurance for other data sources.

Objectives:

1. To 2002 crash extract files with 2002 hospital discharge files, death records and emergency department records by the end of the second quarter of the FY or as soon after the medical files are available as is practical.
2. To produce and distribute standard, user-friendly Annual Summary Reports and 200 standard community reports by the end of the third quarter of the FY.
3. To produce Safety Program reports, ad hoc reports, presentations or journal articles, as requested
4. To update & maintain the Wisconsin CODES Internet site as the primary means of distributing these data and reports..
5. To link additional EMS, ED and physician office visit data to linked crash, hospital and death records as soon as automated files are available.

Resources: \$65,000 for wage & fringe, DP, M&S - Contract for linkage; contract for research and report generation.

Self-sufficiency: May occur as funding permits state support of DH&FS Bureau of Health Information positions

Evaluation: Administrative. Describe uses made of CODES data.

Activity: 04-43-01-DX CODES DATA NETWORK COOPERATIVE AGREEMENT - 403 funded

Problem: NHTSA is creating a network of CODES projects from among the 25 states that have initiated data linkage projects. Ten of the more advanced states, such as Wisconsin, will take the lead in developing this system of state databases that can provide summable data for questions of national interest.

Objectives:

1. To assist in development of a national system of linked databases and provide quality data upon demand of questions of national interest posed by Washington.
2. To upgrade CODES software and if necessary, hardware
3. To conduct twice-monthly meetings of the State CODES Board of Directors
4. To provide quarterly activity reports to NHTSA and to BOTS
5. To produce CODES Management Reports
6. To provide aggregated data to state and local traffic safety groups and projects

Resources: \$ 58,000 to UW CHSRA under a separate Cooperative Agreement #DTNH22-07-H-07207

Self-sufficiency: This is a multi-year Cooperative Agreement.

Evaluation: Administrative - process of development, implementation and use.

STRATEGY -- EVALUATION – Data System Improvements - AUTOMATION

Activity: 04-05-04-TR DATA IMPROVEMENTS – IMPROVEMENTS in CRASH & LOCATION DATA: TraCS Software Implementation/Rollout

Problem: Wisconsin's State Traffic Records Coordinating Committee gave top priority to automating the crash data system. Wisconsin's National Model TraCS Project has been underway for two years and now includes crash and citation modules. Field report forms will be ready for pilot testing, officer training and statewide distribution during 2004. Additional modules may also be programmed and ready for testing and training during 2004.

Objectives:

1. To pilot test, evaluate, and reprogram the field report forms, adding functionality as needed.
2. To train WI Traffic Enforcement Officers in the use of the TraCS automated data collection system.
3. To support a smooth roll-out, including publicity, provision of information about records management systems, linkages to the state's law enforcement data/communications systems, etc., as required.

Resources: \$50,000 for wage & fringe or contractual services for programming, travel and training costs for programmers, trainers and officers, LTE support staff, M&S for information dissemination.

Self-sufficiency: Institutionalization of traffic records/public safety information systems coordination is a top priority of the strategic plan. Automation is highly desired and is already funded in part by LE agencies.

Evaluation: Administrative – Training and outreach materials, numbers trained, pre/post training tests. Summary of pilot test results.

Activity: 04-05-06-J9 DATA IMPROVEMENTS - AUTOMATED CRASH REPORT: Implementation of Year 2000 TR Strategic Plan –411 funded

Problem: Wisconsin's State Traffic Records Coordinating Committee gave top priority to automating the crash data system and improving location data collection and use of new technology for efficient and accurate data collection. Wisconsin is one of 19 states and Canadian provinces participating in the Iowa National Model Program for Automation of Law Enforcement Reporting. Wisconsin's 3-phase crash module project is well into its third phase. Automated crash and citation data collection, including automated location information will improve the usefulness of these reports to many end users.

Objectives:

1. To automate the Wisconsin crash and citation reporting systems and support automation of related law enforcement officer reports.
2. To automate crash location by incorporating GIS mapping and GPS location into the crash data and other data systems.
3. To maintain a coordinated statewide TraCS project by convening quarterly meetings of the TraCS Steering Committee and its location and coordination subcommittees.

Resources: \$215,000 for wage & fringe or contractual services for programmers to program the TraCS National Model software to meet Wisconsin's, training, travel for programmers and for officers. \$50,000 for GIS mapping improvements locally and for purchase of GPS or AVL units for squads or ambulances as pilot tests for statewide deployment.

Self-sufficiency: Institutionalization of traffic records/public safety information systems coordination is a top priority of the strategic plan. Depends upon perception of value by state and local collectors and users of location data

Evaluation: Administrative – Quarterly Program Reports, Meeting Notes including decisions, document experience in setting up system; impact: document information indicating improvements in speed and accuracy of data collection.

STRATEGY -- EVALUATION -- Surveys and Studies

Activity: 04-05-03-TR SURVEY DEVELOPMENT and ANALYSIS

Problem: Much societal and individual behavior change results from a slow process of incremental changes in knowledge and attitudes. This plan employs education as a major strategy throughout. Although Wisconsin's traffic records system is excellent, it provides limited information about the effectiveness of our efforts in bringing about the desired behaviors. Baseline data about KAB are sketchy at best. Much problem identification, program development and evaluation in this Plan is based upon outcome data rather than the more rationally linked KAB survey data and on the regular observation of road user behavior.

Objectives:

1. To develop a survey instrument and conduct a statewide survey during 2003-4
2. To assess public opinion and beliefs about traffic safety for program planning.
3. To use these results to develop and perform program and project analyses
4. To develop accessible, effective and user-friendly reports and educational/motivational materials.
5. To purchase and program pen-based computers for use in occupant protection, motorcycle rider, pedestrian, bicyclist and other observational surveys.

Resources: \$50,000 for contract for survey services, programming services; M&S (data collection equipment)

Self-sufficiency: Observational and attitude surveys are required for safety program administration. The KAB survey will be conducted biennially for trend analyses. The OP surveys are annual and no period has yet been determined for the other observational surveys.

Evaluation: Administrative - document development, implementation and use; evaluate effect of surveys on program effectiveness.

State of Wisconsin

Injury Control-Emergency Medical Response

2004



Program 04-06

INJURY CONTROL -- EMERGENCY MEDICAL RESPONSE

I. GOALS and OBJECTIVES

A. Goal

To improve traffic crash survivability and injury outcome by improving the availability, timeliness and quality of EMS response and by improving State and community coordination of EMS, public safety and mass casualty response.

B. Objectives

Objective 1: To improve coordination of statewide EMS and injury control activities, and to distribute EMS and highway safety resources to areas with worst injury-to-death ratios, greatest disproportion of deaths and incapacitating injuries and lowest seat belt use.

Performance Measure: Compliance with NHTSA Assessment standards, and demonstrated distribution of funds to areas of highest need.

Baseline: In CY 1994, no statewide Trauma System existed. 1990 NHTSA EMS Assessment recommendations were being addressed by the Departments of Health and Family Services and DOT, and by the EMS Advisory Board. State average Injury-to-Death ratio was 94.1.

Status: In CY 2002, EMS Advisory Board met bi-monthly; State Trauma System development continued without a funding source, First Responder grants to communities meeting selection criteria. State average Injury to Death ratio was 71.8.

Objective 2: To improve ambulance run data capture and develop analyses useful for highway safety improvements.

Performance Measure: The completeness and accuracy of EMS reporting of MV Crash responses to the state. The usefulness of reports derived from these data.

Baseline: In CY 1994, ambulance run reporting was not automated statewide, no state requirement existed for providing reports to the state agency responsible for EMS, and no summary reports were generated.

Status: In CY 2000, the WEMSIS automated ambulance run system was operational and receiving the first approximately 5,000 voluntary reports from ambulance companies; however, there is still no requirement for reporting to the state agency. The State EMS Board discarded the WEMSIS system without plan for replacing it. With the requirement of Cellular 9-1-1 service, dispatch centers will have to develop geo-coding and this may serve to integrate EMS dispatch in coordinated public safety dispatch centers, providing a better level of service.

C. Related State and National Goals

National priorities for EMS will stress integration of routine EMS response capacity with terrorism readiness resources, increased collaboration and cooperation with the State Highway Safety Office and other interested parties.

National priorities for funding include improvements in surveillance and data collection, emergency communications, trauma system development, and rural EMS.

During FY2004, the national program will continue to focus on the strategic plan laid out in the 1996 *EMS Agenda for the Future*, encouraging EMS professionals to conduct community injury prevention activities, and pursuing the vision of the April 2002 *Trauma System Agenda for the*

Future.

II. FUNDS

INJURY CONTROL - EMERGENCY RESPONSE 06						
Activity	Title	Fed	State	Local	Tot Prog	Loc Benefit
03-06-01	PI&E	50,000	10,000	10,000	70,000	25,000
03-06-02	First Responder Train	30,000	2,000	20,000	52,000	15,000
	ALERT Training	10,000	2,000	15,000	27,000	5,000
	EMS Communicator Trn	10,000	30,000	15,000	55,000	5,000
03-06-03	Community Programs	10,000	2,000	15,000	27,000	10,000
03-06-04	Ambulance Inspection	5,000	5,000	2,000	12,000	1,250
402 TOTAL	(EM)	115,000	51,000	77,000	243,000	61,250

III. PROBLEM IDENTIFICATION and PROGRAM JUSTIFICATION

EMS is a vital public service, a system of care for victims of sudden and serious illness or injury. This system depends on the availability and coordination of many elements, ranging from an informed public capable of recognizing medical emergencies to a network of trauma centers capable of providing highly specialized care to the most seriously ill or injured. The 9-1-1 emergency number, search and rescue teams, and well-trained and equipped pre-hospital and emergency department personnel are some critical elements of an EMS system.

The public does not seem to be aware of the largely volunteer and often unpaid nature of the state's EMS and trauma systems. In a 2002 telephone survey of 750 licensed drivers, almost 60% of respondents thought that their local emergency medical services would arrive less than 10 minutes after being called, even though the response time for much of rural WI is considerably longer than that.

A. Need for Quality Emergency Medical Response to Crashes

In April 2001, the NHTSA Reassessment Program assisted Wisconsin in measuring its progress since the state's 1990 EMS assessment. The Reassessment Program followed the same process and the same ten component areas as the original 1990 assessment. However, the assessment standards were updated to reflect current EMS philosophy and to allow for the evolution into a comprehensive and integrated health management system, as identified in the 1996 *EMS Agenda for the Future* (NHTSA, 1998). The Technical Assistance Team was impressed by the great progress made since 1990 and also by the unusual dedication of Wisconsin EMS professionals and volunteers, but noted that funding and personnel at the state level were still not secure.

In 2001, the General Accounting Office cited in its report, "Emergency Medical Response: Reported Needs are Wide-Ranging, With Lack of Data a Growing Concern," the lack of coordination of EMS activities that has resulted in unmet needs for personnel, training, and equipment in local and state EMS Systems.

In the aftermath of September 11, improvements in funding, coordination and collaboration of “first responders,” including police, fire and EMS as well as local communications systems and medical facilities, became a top national priority. Nationally, coordination has been slow in coming and at the state level, multiple committees, task forces and agency groups have been convened, but state policies and plans are not yet available. Preparation for response to bioterrorism, terrorism and mass casualty events as well as normal ambulance run business is likely to increase the responsibility of local ambulance and health care providers. Funding for them has been piecemeal.

The Wisconsin Legislature approved the State Trauma Plan, but as yet has provided no stable source of funding. Most EMS functions do not have stable funding in this state. The State Trauma Advisory Committee is continuing its development of the trauma system through a series of Regional Trauma Advisory Councils (RTACs). These RTACs are intended to be the focus of trauma system development, with local providers coordinating their activities within the state Trauma System framework.

B. Risk Factors for Poor Outcomes from Crash-Related Injury

Non-qualified dispatch

Not all Emergency Medical Communicators (EMC) in Wisconsin have received appropriate EMS dispatch training. One of the major barriers is providing time for EMC's to attend training. Legislation is also being pursued to require certification and standardized training of Emergency Medical Communicators.

Access to appropriate level of care

Rural areas do not have the same level of care available as do the large metropolitan areas. Paramedic units tend to be in the metropolitan areas. The two Level I trauma centers in WI are located in Madison and Milwaukee, and crash victims from the western part of the state are often transported to Minnesota trauma centers.

Timeliness of Response

Response time to scene and transport times to hospitals are longer in rural areas. The great variety of Injury-to-death ratios in Wisconsin may reflect long response times, distance to appropriate trauma centers, as well as the nature of crashes on rural two-lane roads. See Map 06-01 for Injury to Death Ratios by County.

Overlapping responsibilities

The public health, Injury Prevention and Highway Safety communities have areas of overlapping responsibility, but so far no institutionalized means of coordinating resources and eliminating duplication of effort has been possible. Motor vehicle injury has been recognized as one of three top injury issues to be addressed in the *Turning Point Public Health Plan for the Year 2010*. Whether the public health community will reach out to the public safety and highway safety professionals under this plan remains to be seen.

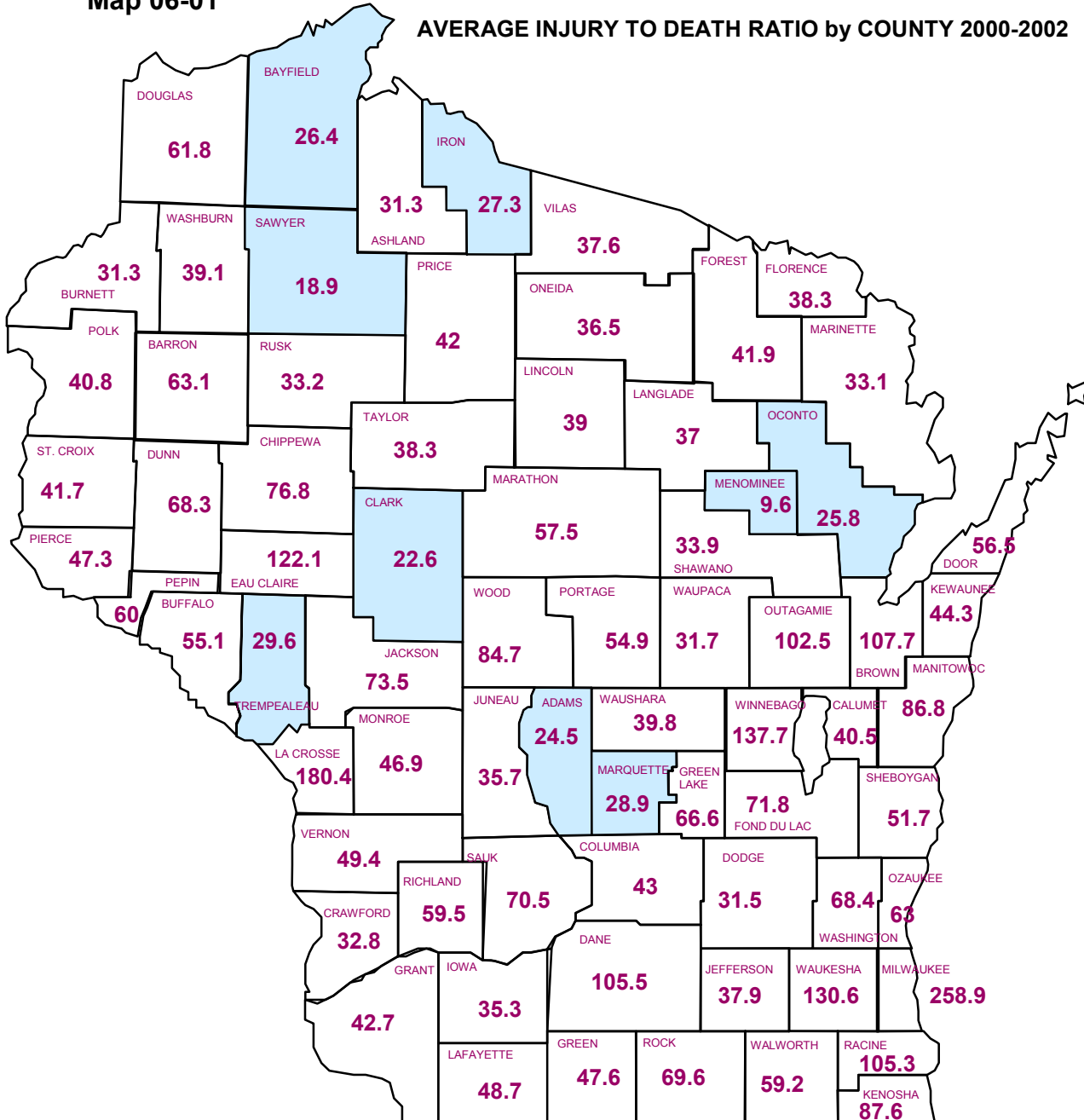
Retention of volunteers

Eighty percent of Wisconsin's 16,000 EMT's are volunteers. There are 425 ambulance providers in Wisconsin and at least half of them need more volunteers. Wisconsin communities are struggling to have two or more people on call at all times because most people do not know that there is a

shortage of EMT's, the average person does not think he can handle the work, and people are not volunteering as much as in the past. Also, the many small-town and rural volunteer services are generally at the EMT-Basic level and do not have the funds or available time to pay for trauma skill training and refresher training.

Map 06-01

AVERAGE INJURY TO DEATH RATIO by COUNTY 2000-2002



IV. STRATEGIES FOR DECREASING DEATHS & INJURIES

A. 2001 EMS Assessment Recommendations

Wisconsin's 2001 NHTSA EMS Reassessment made the following recommendations for the State of Wisconsin. The Bureau of EMS and Injury Prevention (BEMSIP) was recognized as the state's lead agency for EMS. Working with BEMSIP and the State EMS Advisory Board and EMS for Children Board, BOTS has selected those recommendations that are most transportation safety-related to include in the Highway Safety Plan.

A. Regulation and Policy The State of Wisconsin should assure an adequate, stable and ongoing source of funding and personnel resources for the Bureau of EMS and Injury Prevention. Examples from other states include an assessment on motor vehicle registration, a fee on driver's licenses, an assessment on moving traffic violations and a variety of others.

B. Resource Management Secure stable funding sources to ensure adequate staffing for resource management activities including, but not limited to: Technical Assistance; Data Support, Collection, and Analysis; First Responder Certification; Dispatch/Communication Program

- Integrate EMS, public safety, public health and Safe Communities
- Coordinate public health, public safety and mass casualty planning and activities
- Coordinate public health and safety data and communications through integrated, geo-located public safety data/communications systems.

C. Human Resources and Training No progress has been made in implementing standardized training, licensure, and certification of Emergency Medical Dispatchers. Evaluate the compliance of the Wisconsin EMS education system with the *EMS Education Agenda for the Future* and make specific recommendations to ensure that the Wisconsin EMS education system is consistent.

- Train and equip First Responder groups in high motor vehicle crash risk locations.
- Provide skills development for dealing with crash scenes and crash-related injuries, and skills development for crash injury prevention activities.
- Train Emergency Medical Communicators via distance learning to reach more people who do not have the time or resources for long-distance travel.

D. Transportation Obtain legislative authority to establish comprehensive regulations for air, water and ground EMS services. Support the proposed rule allowing one EMT-Paramedic per EMT-Paramedic ambulance.

E. Facilities Initiate a process to document what is already known about the capabilities of all hospitals that interface with Wisconsin EMS.

F. Communications Pursue statutory training and licensure standards for EMS dispatchers and dispatch centers to include funding for program support and personnel.

G. Trauma Systems Identify or develop and fund an acceptable and consistent statewide trauma systems registry. Continue to pursue dedicated funding for implementation and operation of the trauma system.

H. Public Information and Education The Bureau of EMS and Injury Prevention should develop a broad-based public information and education plan that targets, in part, policy makers and the general public. Among other topics, this should address emergency medical services and trauma systems.

- Develop, purchase and/or duplicate EMS-focused information or motivation materials that have a highway safety focus
- Support small EMS-directed crash injury control activities in identified Safe Communities

J. Evaluation Seek the authority for the Bureau of EMS and Injury Prevention to mandate that EMS provider agencies submit specific data elements to a central repository. Conduct a NHTSA Leadership Workshop for Quality Improvement. Develop and adequately fund the position of EMS data manager and technical consultant within the Bureau of EMS and Injury Prevention. Develop an EMS database and an internet-based EMS patient care report that would automatically populate it. Provide summary feedback information, derived from submitted data, in a predictable periodic manner to the state's EMS provider agencies.

- Automate the collection of ambulance inspection data and support free flow of information between the Wisconsin State Patrol and BEMSIP
- Encourage geo-location of EMS response and other trauma-related activities, integrated with other public safety data capture (see Traffic Records Section of this Plan)

B. Project Selection Criteria

First Responder Training & Equipment Projects: Priority will be given to communities with:

- (1) disproportionate number of crashes, injuries and fatalities (see County Data Tables Intro-00-16 and 00-17, County Death and Incapacitating Injury Map 00-01);
- (2) low injury-to-death ratios (see Injury-to-Death Ratio Map 06-01);
- (3) long response time for ambulance service; and
- (4) documented relationship with an ambulance provider and town or village.

Safe Community EMS Projects: Priority will be given to communities with:

- (1) an identified and established Safe Community Coalition;
- (2) documented crashes, injuries and fatalities, low belt use or high improper child safety seat use or low injury-to-death ratio supported by local data; and
- (3) a new project (previously funded projects not eligible).

V. ACTIVITIES and ESTIMATED FUNDING, by STRATEGY

STRATEGY -- EDUCATION -- PUBLIC INFORMATION & EDUCATION

Activity: 04-06-01-EM EMS PUBLIC INFORMATION AND EDUCATION

Problem: EMS Providers do not have the budgets to develop and reproduce highway safety related EMS public information materials. They are a resource to distribute and provide the education in their local communities and are willing to be involved in the development of new materials. These materials can be distributed electronically, via e-mail and Internet sources, locally in coordination with Safe Communities activities and through EMS professional organizations.

Objectives:

1. To incorporate PI&E into EMS programming in accord with a long-range PI&E plan.
2. To develop new EMS related injury control/Safe Communities materials.
3. To reach 25% of the target audiences with appropriate messages and change the behavior of 25% of them.

Resources: \$50,000 for development, printing, reproduction, and distribution of materials.

Self-sufficiency: Communities will be expected to pay for reproduction of state-produced materials. Distribution using Internet and EMS professional groups.

Evaluation: BOTS PI&E Evaluation Administrative- number of persons receiving messages. Impact: survey changes in KAB.

Activity: 04-06-02-EM FIRST RESPONDER EQUIPMENT & TRAINING

Problem: EMS response times for an ambulance in rural WI can be anywhere from 10-30 minutes. Transport times to a hospital can even be longer, depending upon the location of the call for service. These longer a patient has to wait for medical personnel to arrive the worse the medical outcome.

Objectives:

1. Provide initial training for at least 20-30 individuals belonging to qualified First Responder organizations.
2. Provide startup equipment kits for at least 25 qualified First Responders.

Resources: \$30,000 for training and equipment.

Self-sufficiency: One-time funding. First Responder organizations will be required to provide continuing education and to replace equipment. EMS organizations will seek state funding.

Evaluation: Administrative evaluation. Activity Reports by First Responder organization.

ACTIVITY: Airbag Lifesaving Education and Restraint Training (ALERT)

Problem: Motor vehicles are being equipped with a huge variety of driver, passenger and side airbags. While they offer protection to the occupants, undeployed airbags in unknown locations can be dangerous for EMS, Fire rescue and law enforcement personnel who respond to the scene of a crash.

Objective: Provide training to 200-300 EMS, fire rescue and law enforcement personnel on potential hazards and correct procedures when undeployed airbags are suspected at crash scenes.

Resources: \$ 10,000 for travel, lodging, meals, instructor fees, participant materials and airbags.

Self-sufficiency: Attendees pay their own expenses to attend this training and use and pass on what they learn.

Evaluation: Administrative – pre/post test of knowledge of participants before and after training.

ACTIVITY: EMS Communicator Training

Problem: Not all 911 Communicators have received EMS specific training although it is a large part of their duties. Also ongoing EMS training for Communicators is not readily available, some agencies do not have the staff to allow them to travel to receive training. The NHTSA Reassessment recommends training for EMS Communicators.

Objective: Develop and pilot different types (video based, on-line, etc) of EMS Communicator training to allow various avenues for receiving EMS specific training.

Resources: \$10,000 for curriculum development, materials, travel expenses, meals, lodging for testing of training.

Self-sufficiency: Bureau of EMS will contribute to development and provide the necessary access and will take over responsibility for updates.

Evaluation: Administrative – Number of participants trained and knowledge of EMS pre/post training.

STRATEGY -- EMPOWERMENT –Community Programs

Activity: 04-06-03-EM COMMUNITY PROGRAMS - SAFE COMMUNITY EMS ACTIVITIES

Problem: Community members must collaborate to prevent injuries effectively. Community coalitions of public safety and health professionals, engineers and planners, private citizens and advocacy groups, and business, education and faith leaders can combine resources to implement programs that will be successful in changing public knowledge, attitudes and behaviors. Communities must do or have done a local Traffic Safety Assessment. EMS Providers must be involved in the Coalition and must lead the EMS project.

Objective: Provide funding for 8-12 innovative EMS-related activities to decrease traffic-related deaths and injuries integrated with other Safe Community activities.

Resources: \$10,000 for grants to 8-12 communities. Funds may be used for coordination, training, local materials development.

Self-sufficiency: Communities will maintain their collaborative efforts in a continued Safe Communities concept.

Evaluation: Administrative evaluation of planned activities. Effectiveness evaluation of programs implemented by Coalition through surveys or other "collect measures."

STRATEGY -- EVALUATION – Data Improvements

ACTIVITY: Access to EMS Ambulance Records for Ambulance Inspector

Problem: WisDOT Division of State Patrol does inspection of all ambulances statewide. This often causes problems with EMS Providers, as DHFS-BEMS & IP is the regulating body for EMS. All Provider records are housed in DHFS in the EMS database.

Objective: Provide DSP Ambulance Inspector direct access to DHFS ambulance records in the EMS data base.

Resources: \$5,000 for software and programming to allow WSP access to BEMSIP ambulance records.

Self-sufficiency: Bureau of EMS will contribute to development and provide the necessary access and will take responsibility for updates.

Evaluation: Administrative – if access to EMS database provides necessary documentation for ambulance inspector.

State of Wisconsin Motorcycle Safety

2004



Program 04-07 MOTORCYCLE SAFETY

I. GOALS and OBJECTIVES

A. Goal:

To arrest the upward trend of motorcycle riders killed and seriously injured in reportable crashes at 2,010 crashes and 661 killed or seriously injured riders by the end of 2004, and reduce these to 1,950 crashes and 608 seriously killed or injured riders by end of 2007 and 1,800 crashes and 560 killed or seriously injured riders by end of 2009.

1994 Baseline: 826 riders killed or seriously injured in 2,297 crashes

B. Objectives

Objective 1: To decrease the three-year average number of motorcycle crashes to 1,924, and three-year average number of fatalities to 56 for the years 2002-2004

Performance Measure: Annual number of motorcycle crashes and motorcyclists killed as reported on police crash report form, averaged over three years.

Baseline: In CY 1994, 57 motorcycle riders died in 2,297 crashes. Three-year average crashes for CY 1994 - 1996 was 2,059. Three-year average fatalities for 1994 - 1996 was 51.

Status: In CY 2002, 78 motorcycle riders died in 2,184 crashes. The 2000-2002 three-year average is 75 deaths in 2,182 crashes.

Objective 2: To decrease the number of motorcycle crashes, fatalities and injuries in which the rider "had been drinking" to 250 by the end of CY 2004

Performance Measure: Number of motorcycle crashes in which the reporting officer indicates on the crash report that the rider "had been drinking," the number of fatalities and injuries in such crashes.

Baseline: In CY 1994, 354 alcohol-related crashes, 30 fatalities and 420 injuries were reported. The CY 1994-1996 three-year average was 304 crashes, 25 fatalities, and 350 injuries

Status: In CY 2002, 271 alcohol-related crashes, 31 fatalities and 308 injuries occurred.

Objective 3: To decrease the percent of improperly licensed motorcycle riders in fatal crashes to 15% of all Wisconsin riders by the end of CY 2004.

Performance Measure: Number of riders in fatal crashes identified as improperly licensed.

Baseline: In CY 1994, 44% of riders were improperly licensed. 1994-1996 three-year average was 28%.

Status: In CY 2001, 17.1% of riders in fatal crashes were improperly licensed.

C. Related National/State Goals:

Motorcycle Safety Foundation/NHTSA National Agenda for Motorcycle Safety (2002) includes 4 categories of "Urgent" recommendations, 19 categories of "Essential" recommendations, and 13 categories of "Necessary" recommendations. The four "Urgent" categories are: Research in Motorcycle Crashes, Motorcyclist Alcohol & Other Impairment, Personal Protective equipment and Motorist Awareness.

II. ESTIMATED BUDGET

MOTORCYCLE SAFETY 07						
Activity	Title	Fed	State	Local	Tot Prog	Loc Benefit
04-07-01	Program Mgmt	40,000	67,000	20,000	127,000	10,000
04-07-02	PI&E	30,000	2,000	3,000	35,000	15,000
04-07-03	Instructor Training	10,000	3,000	15,000	28,000	5,000
402 TOTAL	(MC)	80,000	72,000	38,000	190,000	30,000
State 461	Rider Education Program	0	654,000	200,000	854,000	654,000
State Total	(461)	0	654,000	200,000	854,000	654,000
TOTAL	ALL FUNDS	80,000	726,000	238,000	1,044,000	684,500

III. PROBLEM IDENTIFICATION and PROGRAM JUSTIFICATION

A. Magnitude and Severity of the Motorcycle Crash Problem

In the United States, motor vehicle injuries are the leading cause of death for persons age 4 to 33 years. Of the 41,821 persons killed in motor vehicle crashes nationally in 2000, 2,862 (7%) were motorcyclists. Of the 3,189,000 persons injured nationally, 58,000 (1.8%) were motorcyclists. Per vehicle mile traveled, a motorcyclist is 18 times more likely to die in a motor vehicle crash and three times more likely to be injured in a crash than a passenger car occupant.

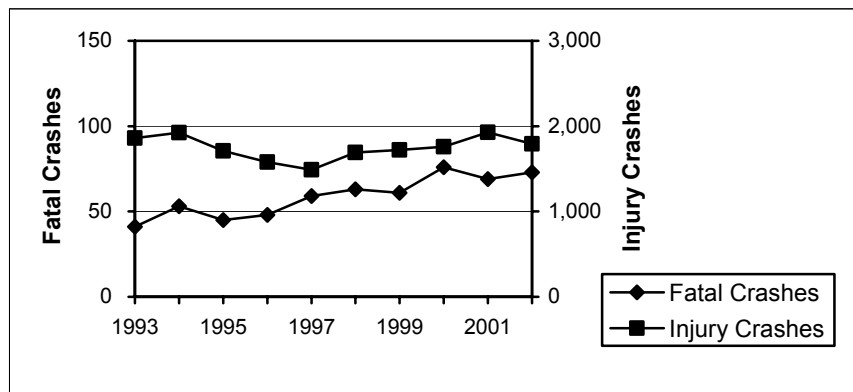
Table 07-01 -- WISCONSIN MOTORCYCLE CRASH DATA 1994-2002											
MOTORCYCLE CRASH EFFECTS	1994	1995	1996	1997	1998	1999	2000	2001	2002	94--96 3-yr av	00-02 3-yr av
Motorcycle Crashes	2,297	2,057	1,823	1,760	1,989	2,012	2,078	2,283	2,189	2,059	2,182
Motorcyclists Killed	57	47	50	63	65	65	78	70	78	51	75
Motorcyclists Injured	2,208	1,963	1,834	1,701	1,925	1,965	2,014	2,165	2,049	2,002	2,076
Motorcyclist A-Injuries	769	615	559	527	577	578	614	666	583	648	621
Total K + A	826	662	609	590	631	643	692	736	661	699	696

Source: WisDOT Crash Database

Motorcyclists are disproportionately killed and injured when involved in crashes in Wisconsin, as well. In 2002, 78 motorcyclists and 4 moped riders died. Motorcycle crashes represented 1.7% of all traffic crashes; motorcyclists and motorcycle passengers killed represented 9.7% of all motor vehicle fatalities and injured motorcyclists represented 3.5% of all motor vehicle injuries.

Compared with many other states, Wisconsin has a relatively short riding season, but its good roads, its welcoming attitude toward individuals and groups of riders, as well as its 'mystique' as home of Harley-Davidson, and the amelioration of its winter weather during the past few years has resulted in deaths now occurring during every month of the year.

Graph 07-02 Fatal and Injury Motorcycle Crashes 1993-2002



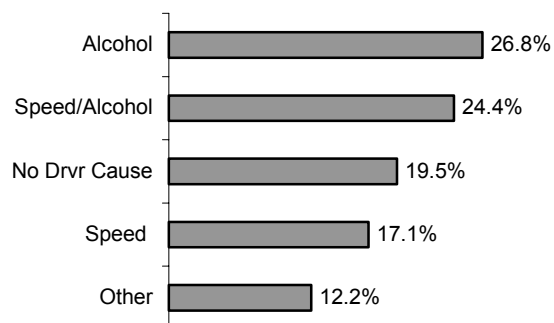
While motorcycle injury crashes have been on a fairly steady decline since 1985, the trend reversed in 1997, and the corresponding decline in fatalities began an upward trend in 1995 and the number has nearly doubled in fewer than 10 years.

B. Risk Factors for Crash Involvement and Injury

Each year, the WisDOT prepares a *Wisconsin Motorcycle Safety Facts Book*. This book provides detailed information on motorcyclists and motorcycle registrations, fatalities and injuries, and causal and location factors in motorcycle crashes. In 2000, alcohol, speed and combined alcohol-speed continued to be primary factors in single-unit motorcycle fatal crashes.

Figure 07-03

2001 Single Unit Motorcycle Fatal Crashes Primary Contributing Factor



Low Helmet Use

Wisconsin law mandates helmet use by riders and passengers under age 18 and riders operating with a cycle instructional permit. All riders are required to wear eye protection. According to a 1994 roadside survey, helmet use averages 44% statewide. Of Wisconsin's 78 fatalities in 2002, only 19.2% were wearing safety helmets. Of Wisconsin's 2,049 injured riders only 31% were wearing safety helmets.

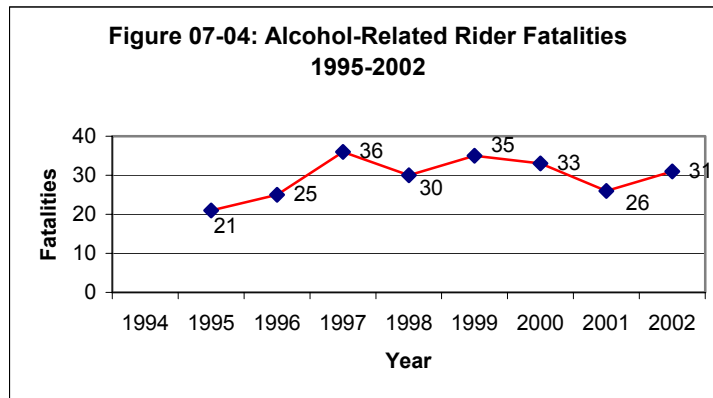
Linked crash and hospital data for 1994-1999 produced by the Wisconsin CODES Project identified 494 brain injuries for unhelmeted hospitalized riders and 54 brain injuries for helmeted-

hospitalized riders. In 2000, CODES data showed that of 1617 persons injured in motorcycle crashes, 1096 were not helmeted and of these, 57 died and 351 were hospitalized, 80 with a brain injury. Of the 4,012 who wore helmets and were injured, 15 died and 103 were hospitalized, 11 with brain injury.

In an extensive 1996 study of helmet use and hospitalizations, the Wisconsin CODES Project determined that persons not wearing helmets and involved in a motorcycle crash are almost five times as likely to have a traumatic brain injury hospitalization as persons wearing a helmet. In 1996, while almost 9% of traumatic brain injury hospitalizations for unhelmeted riders resulted in death, no deaths occurred for hospitalized riders who were wearing a helmet.

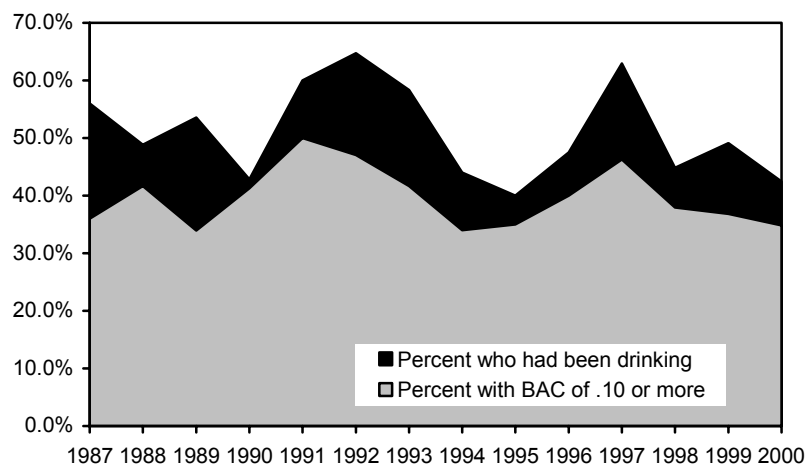
Alcohol

In 2002, 271 (14 %) of motorcycle crashes were alcohol-related, and 31 (46%) of the riders in these crashes were killed and 308 (15%) were injured.



This graph illustrates an upward trend in the number of alcohol-related fatalities since 1995. The following graph illustrates the percent of fatalities that were coded as had been drinking or had a tested alcohol concentration of greater than the legal limit.

**FIGURE 07-05: Motorcycle Rider Fatalities 1987-2000
Had Been Drinking and BAC Greater Than 0.10**



Source: Alcohol Crash Facts 2000

Of the 9,299 unhelmeted riders in crashes during 1994-1999, the Wisconsin CODES Project discovered that alcohol was involved in 1,569 of the cases and of the 3,974 helmeted riders in crashes during this period, alcohol was involved in 148 of the cases. In 2000, 907 (83%) of the 1096 unhelmeted and injured motorcyclists were in alcohol-related crashes, and of these 34 died. Fourteen of the riders wearing helmets were in alcohol-related crashes, and of these 3 died.

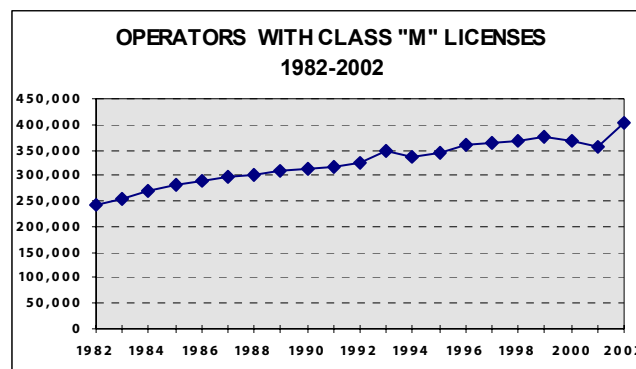
Rider Age

While most motor vehicle-related deaths have trended downwards in Wisconsin and nationally, motorcycle fatalities were on the increase during the last decade. Most recently, motorcyclist deaths are increasing most among riders age 40 and older; nationally, deaths in this age group increased more than 150% during the 1990's. According to the Insurance Institute for Highway Safety, the main reason for this upward trend is that more older people are purchasing and riding motorcycles.

Improper Licensing

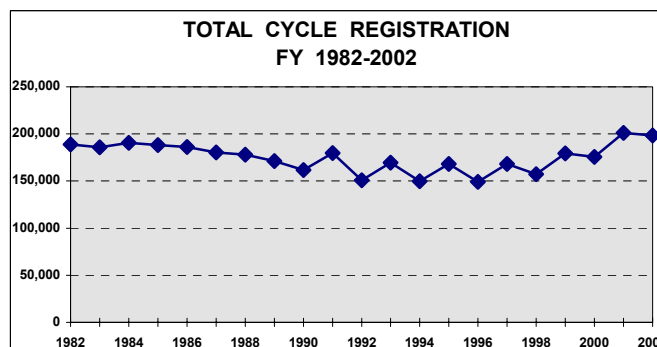
Unlicensed or improperly licensed riders were involved in an average of 28% of motorcycle fatal crashes in 1994 through 1996. In 2001, 18.1% of motorcyclists involved in fatal crashes and 17.1% of riders who died were not licensed or were improperly licensed at the time of the crash.

Figure 07-06



In 2002, 404,730 WI riders had regular or probationary Class "M" Motorcycle licenses. Chart 07- 06 shows that the number of licensed riders has increased steadily throughout the past two decades. Today Wisconsin licenses 66% more riders than in 1982.

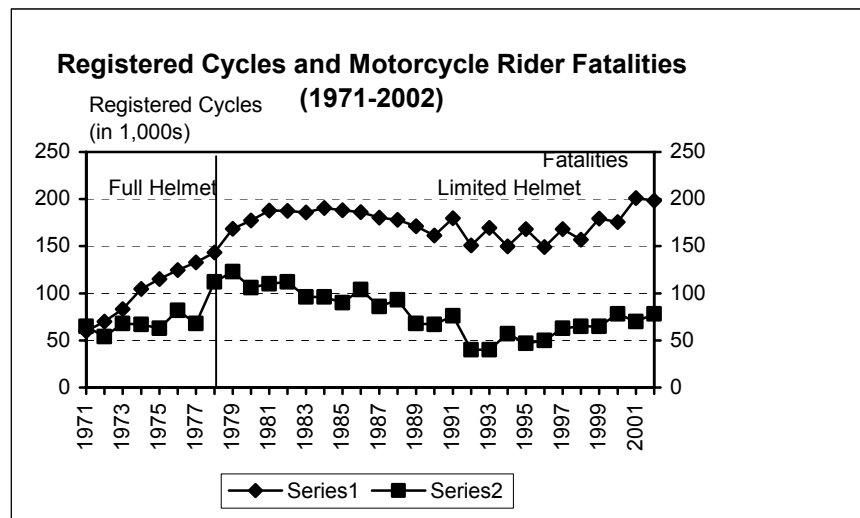
Figure 07-07



In 2002, 198,495 motorcycles were registered in Wisconsin. Chart 07- 07 shows that registration of motorcycles decreased for much of the 90s, but has trended relatively sharply up in the past four years. In fact, Wisconsin registers 25% more cycles than just five years ago. This agrees with national data.

The following chart relates the number of registered motorcycles (in 100,000s) with the number of fatalities. While the number of cycles remained relatively steady for many years, the number of fatalities trended downward until the mid-nineties.

Figure 07-08: REGISTERED CYCLES AND FATALITIES 1971-2002



Inadequate Training and/or Experience

According to the nationally recognized 1970 "Hurt Study," of motorcycle crash risk: "...Motorcycle riders involved in accidents are essentially without training; 92% were self-taught or learned from family or friends. Motorcycle riders in these accidents showed significant collision avoidance problems. Motorcycle rider training experience reduces accident involvement and is related to reduced injuries in the event of accidents." However, some more recent contradictory evidence suggests that riders, like drivers, who have undergone brief skills training misperceive their capabilities and are more likely to take risks.

Collisions with Deer

A major concern of Wisconsin motorists--both motorcyclists and others--is deer, which are a factor in one of every seven motor vehicle crashes. In 2000, 80.2% of motorcycle-deer crashes resulted in a fatality or injury to the cyclist. No countermeasures exist except rider knowledge of deer behavior and increased watchfulness in high-risk areas and at times when deer are most likely to be present.

IV. STRATEGIES FOR DECREASING DEATHS & INJURIES

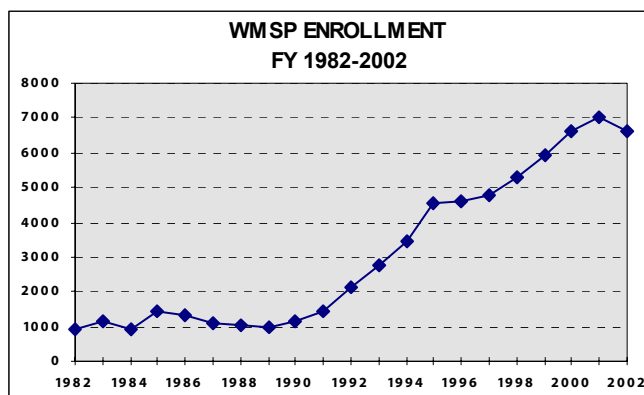
Education – Training

Wisconsin has elected to pursue rider education as its primary strategy to decrease motorcycle crash-related injuries and deaths and to address the high-risk behaviors and groups identified above. Many collision-avoidance skills are taught and experienced on bikes. Wisconsin's state-funded Motorcycle Rider Education Program (MREP) Basic Course graduates have increased from 450 in 1981 to 6,263 in 2001, and 6,617 were enrolled in the summer 2002 season. Experienced Rider Course graduates increased from 40 in 1982 to 603 in 2001, the last year the course was offered. Federal funds are used to upgrade the training skills of the MREP instructors and to support program administration.

Wisconsin plans to hold a summit meeting of key organizations and governmental agencies to encourage and plan for the local implementation of the NHTSA/MSF National Agenda for Motorcycle Safety (NAMS). NAMS is a blueprint for motorcycle safety in the United States. The report addresses the status of motorcycling today and where we want to be in the future and provides insights on how to get there. It suggests activities for state and local governments and for many motorcycling and non-motorcycling organizations. A summit will serve as a first step in statewide implementation of NAMS.

Wisconsin implemented the new MSF Basic Rider Course (BRC) in 2002 and 2003. Rider Coaches (instructors) must be carefully refreshed to make sure that the new curriculum is being delivered properly. Also, a new MSF Experienced Rider Course (ERC) will be released sometime this summer and we need to update Rider Coaches on how to conduct this new course. Refresher and updates will be conducted as needed during the fall of 2003 and spring of 2004.

**Figure 07-09 Wisconsin Motorcycle Safety Program (WMSP)
Rider Education Class Enrollment 1982-2002**



Public Information

Federal funds support the development, duplication and distribution of public information and education materials that support training and that address the primary safety issues for

motorcyclists. 2001 Motorcycle Safety Foundation award-winning materials address training, licensing, protective gear, alcohol-impaired riding, work zone hazards and moped safety.

Evaluation

In 2000, Wisconsin underwent a NHTSA Motorcycle Program Assessment. The Technical Assistance Team was impressed with the quality of Wisconsin's program:

"...there is a well-respected and recognized leadership system in place to address current and emerging challenges concerning motorcycle safety in the state....Wisconsin's program is very comprehensive and has involved a broad spectrum of people, organizations, and government entities in program management, licensing, rider education, and public information and education.

The state Motorcycle Safety Advisory Committee (MOSAC) has met twice to discuss implementing the Assessment Team's major recommendations as well as implementing the recommendations of the National Agenda for Motorcycle Safety. No formal strategic planning process is underway, but MOSAC is making recommendations for developing program goals and objectives, the on-going evaluation process and annual formal program review. Public information materials encouraging use of protective gear were developed and are now widely available.

V. ACTIVITIES and ESTIMATED FUNDING by STRATEGY

STRATEGY -- ADMINISTRATION

Activity: 04-07-01-MC ADMINISTRATIVE SUPPORT.

Problem: State-funded Motorcycle Rider Education Program requires full-time clerical assistance to maximize the state resources made available in the 2001-2003 Budget.

Objective:

1. To assist the Program Manager in the delivery of an enlarged rider education program.
2. To provide clerical support for BOTS: Produce forms, spreadsheets, correspondence, documents, contracts, etc., as required.
3. Handle 800 number and other MC program phone calls.

Resources: \$40,000 for 1.0 FTE wage, fringe, DP, training, M&S.

Self-sufficiency: Need for this level of support will be reevaluated, as program enlarges. State support in 2002 was \$65,000 for program manager and \$589,000 for program delivery.

Evaluation: Administrative evaluation of level of activity and output.

Activity: Wisconsin MOTORCYCLE RIDER EDUCATION PROGRAM MANAGEMENT State Approp. 461

Problem: State-funded Motorcycle Rider Education Program requires full-time administrator specified in State Statute and administrative code.

Objective: To coordinate and manage the Motorcycle Rider Education Program and all other state-level motorcycle safety activities.

Resources: \$80,000 for 1.0 FTE wage, fringe, DP, training, M&S.

Self-sufficiency: This is a statutorily mandated and funded position.

Evaluation: Administrative evaluation of level of activity and output.

STRATEGY -- EDUCATION -- Public Information & Education

Activity: 04-07-02-MC MOTORCYCLE SAFETY PUBLIC INFORMATION

Problem: Five program messages must be communicated to the appropriate target audiences: "Get Trained," "Get Licensed," "Gear Up," "Ride Sober," and "Share the Road." Existing program materials were developed in the past three years.

Objective: Market research, design campaign messages and materials to disseminate all five messages, ascertain baseline KAB for each message and develop plan for analysis of effectiveness. The purpose of which is to:

1. Increase interest in training and therefore increase class size by 10% by 2004.
2. Reduce impaired riding and alcohol-related crashes by 10% by 2004.
3. Stop upward trend and reduce annual motorcyclist deaths and injuries by 8% by 2004.
4. Reach 60% of the targeted audiences with these materials.

Resources: \$ 30,000 for duplication and distribution of materials.

Self-sufficiency: All materials will be available for free duplication.

Evaluation: BOTS PI&E Evaluation ascertain baseline KAB for each message and develop plan for analysis of effectiveness in reaching target audiences and in affecting KAB.

STRATEGY -- EDUCATION -- Training

Activity: 04-07-03-MC MOTORCYCLE SAFETY INSTRUCTOR TRAINING

Problem: State-funded Motorcycle Rider Education Program requires instructors who meet national and state training standards to provide Wisconsin riders with the most current information and training methods and to maximize the value of the training. Little implementation of the National Agenda for motorcycle Safety has yet occurred in WI. Regional and/or state workshops can keep instructors and chief instructors current on national curriculum issues.

Objective:

1. To involve up to 85% of Wisconsin Motorcycle Safety Instructors in annual Instructor Refresher Workshops to update instructors in the new MSF National Curriculum being implemented statewide in 2003. Sponsor up to 3 regional meetings, or one state conference for Instructors.
2. Provide scholarships for up to 4 Chief Instructors to attend National SMSA/MSF Conference in 2004.
3. Kick off Implementation of the MSF/NHTSA National Agenda for Motorcycle Safety through a state summit in which members of agencies and organizations plan a 2-yr implementation strategy.

Resources: \$10,000 for wage, travel, meals, incentives.

Self-sufficiency: Instructors will see benefit and attend future conferences at own expense.

Evaluation: Administrative evaluation. Compare quality of instruction over several years using on-site visits.

**Activity: WISCONSIN MOTORCYCLE RIDER EDUCATION PROGRAM – *State
Approp. 461***

Problem: State-funded Motorcycle Rider Education Program

Objective: To enroll 8,000 riders in the Basic Rider Course (MRC:RSS) and 400 riders in the Experienced Rider Course (ERC) during the 2003 training season, given adequate funding.

Resources: \$376,000 for grants to sites delivering training, M&S.

Self-sufficiency: This is a statutorily-mandated and funded program.

Evaluation: Administrative evaluation. Number of students served, quality of instruction, survey KAB of instructors and students, trends in crashes, citations, deaths and injuries.

State of Wisconsin

Pedestrian, Bicycle & Pupil Transportation Safety

2004



Program 04-09 PEDESTRIAN, BICYCLE & PUPIL TRANSPORTATION SAFETY

I. GOALS and OBJECTIVES

A. Goals

Goal: To decrease pedestrian crashes to 1,440 and combined fatalities and serious (A) injuries to 350 by 2004; and decrease to 1,200 crashes and 300 K-A injuries by 2007 and to 1,000 crashes and 264 K-A injuries by 2009.

1994 Baseline: 2,059 crashes and 576 pedestrians killed or incapacitated

Goal: To decrease bicyclist crashes to 800 and combined fatalities and serious (A) injuries to 100 by 2004; to 600 crashes and 75 K-A injuries by 2007 and to 400 crashes and 50 K-A injuries by 2009.

1994 Baseline: 1,644 crashes and 285 bicycle riders killed or incapacitated

B. Objectives

Objective 1: To decrease bicycle-motor vehicle crashes to fewer than 1,100 and total bicyclist deaths and incapacitating injuries to 120 for 2004.

Performance Measure: The average of three calendar years of bicycle crashes reported on the state police crash report.

Baseline: In 1994, 1,693 bicyclists were involved in 1,644 reportable crashes. The 1994-1996 average was 1,681.

Status: In 2002, 1,262 bicyclists were involved in 1,162 reportable crashes. The 2000-2002 average was 1,331. In 2002, 9 bicyclists were killed and 147 sustained A injuries.

Objective 2: To decrease pedestrian crashes to 1,600 and total pedestrian deaths and incapacitating injuries to 380 for 2004.

Performance Measure: The numerical average of three calendar years of pedestrians involved in crashes reported on the state police crash report.

Baseline: In 1994, 2,156 pedestrians were involved in 1,939 reportable crashes. The 1994-1996 average was 2,048.

Status: In 2002, 1,797 pedestrians were involved in 1,477 reportable crashes. The 2000-2002 average was 1,560. In 2002, 50 pedestrians were killed and 336 sustained A injuries.

C. Related National/ State Goals

The Center for Disease Control's Healthy People 2010 national public health goals include reducing pedestrian deaths on public roads to 1.0 pedestrian death per 100,000 population and reducing nonfatal pedestrian injuries on public roads to 19 per 100,000 population, and to increase the number of states with law requiring bicycle helmets for bicycle riders.

Federal Highway Administration (FHWA) goals for the year 2008 include doubling bicycle and walking trips from 7.9 to 15.8 and at the same time to decrease bicyclists or pedestrians killed or injured in motor vehicle crashes by 10%. (National Bicycling and Walking Study-1994).

II. ESTIMATED BUDGET

PEDESTRIAN, BICYCLE & SCHOOL BUS SAFETY 09						
Activity	Title	Fed	State	Local	Tot Prog	Loc Benefit
04-09-01	PI&E	80,000	4,000	20,000	104,000	40,000
05-09-02	Training & Technical Assist.	20,000	4,000	20,000	44,000	10,000
04-09-03	Community Programs	124,200	0	100,000	224,200	124,200
04-09-04	Community Surveys	20,000	2,000	5,000	27,000	10,000
402 TOTAL	(PS)	244,200	10,000	145,000	399,200	184,200
State 461	Program Management	0	60,000	0	60,000	0
	0900-36-01 Print Bike Laws	0	32,500	0	32,500	0
State Total	(461)	0	92,500	0	92,500	0
TOTAL	ALL FUNDS	244,200	102,500	145,000	488,700	184,200

III. PROBLEM IDENTIFICATION and PROGRAM JUSTIFICATION

About 12,000 Wisconsin residents walk or bicycle to work and about one million bicycle regularly for recreation. No good estimate of their miles traveled is available.

Although pedestrian and bicycle crashes have decreased dramatically over the past fifteen years, when they do occur most of them result in injury. The difference between a pedestrian or bicyclist death and an injury is minor differences in speed of the motor vehicle, and in the skill, knowledge and attentiveness of drivers, bicycle riders and pedestrians. Only 1.7% of motor vehicle occupants will be seriously injured or killed in a crash, in comparison with 24.4% of pedestrians and 13% of bicyclists, when involved in crashes with motor vehicles.

Although pedestrians and bicycle riders are similar in that they are "low profile" (difficult to see), travel at relatively slow speeds and are relatively unprotected when compared with motor vehicles and their occupants, and although both tend to be injured even in slow-speed crashes with motor vehicles, they pose different problems for the safety professions. They have different risk factors and at-risk groups, and respond to different strategies and motivators.

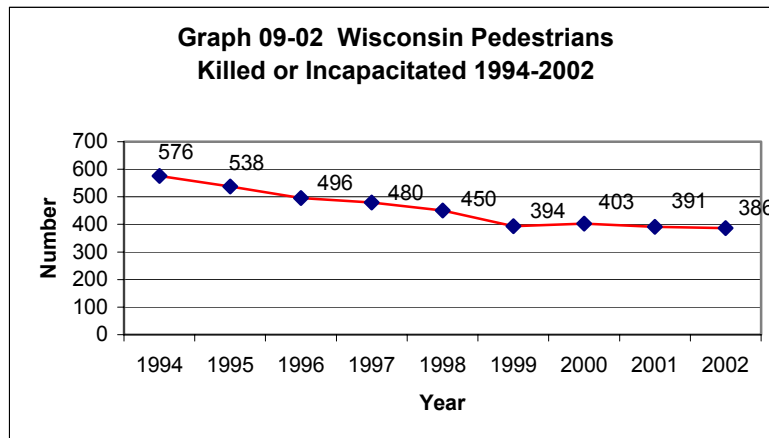
However, for both groups, engineering a friendlier environment for them, and motivating the motoring public to recognize them as valid forms of transportation with legal rights to travel on the pavement, are effective safety strategies. The Federal Highway Administration's goals above highlight the added benefit that, with more pedestrian and bicycle-friendly communities, more exercise will occur and the general well-being and health of the public will improve.

A. Magnitude and Severity of the Pedestrian Crash Problem

Table 09-01 -- WISCONSIN PEDESTRIAN CRASH DATA 1994-2002											
PEDESTRIAN CRASH EFFECTS	1994	1995	1996	1997	1998	1999	2000	2001	2002	94--96 3-yr av	00-02 3-yr av
Pedestrian Crashes	2,059	1,939	1,843	1,807	1,778	1,675	1,658	1,547	1,477	1,947	1,560
Pedestrians Killed	50	64	54	62	64	55	51	42	50	56	47
Pedestrians Injured	2,044	1,897	1,815	1,825	1,764	1,653	1,648	1,545	1,461	1,919	1,551
Pedestrian A-Injuries	526	474	422	418	386	339	353	349	336	474	346
Total K&A	576	538	496	480	450	394	403	391	386	530	393

Source: WisDOT Crash Database

In a 2002 telephone survey of 750 licensed drivers randomly distributed around the state, the majority of respondents appeared to be knowledgeable about the laws requiring them to yield to pedestrians, and most said that they would not enter a crosswalk when a pedestrian was crossing. This self-reported behavior differs from anecdotal information indicating that driver behavior toward pedestrians is relatively bad in Wisconsin. Pedestrians need to be vigilant, whether or not they are in marked crosswalks, and, from our crash statistics, it appears that they are.



Pedestrian crashes have decreased by 28% and pedestrian deaths and incapacitating injuries have decreased by 33% since 1994. It is unknown to what extent this reflects the great decrease in walking that has occurred over the past quarter century or the improved trauma care in cities where the majority of pedestrian crashes occur.

The Wisconsin CODES Project linked 1999 hospital records to crashes with 1,831 vehicles having 2,123 occupants involved in 1,369 crashes involving pedestrians. Of these 14 were seriously injured, 12 were EMS transported and 2 were hospitalized for a total of 8 days and \$27,773 in inpatient charges. No pedestrian deaths appeared in the linked data. In 1998, hospital e-code information for pedestrian injuries showed 446 persons injured, with an average hospital stay of 8.7 days and total in-patient charges of \$11,172,447.

B. Risk Factors for Pedestrian Crash Involvement and Injury:

Location

Location can be urban or rural, can vary by speed limit and the density and type of traffic, and especially by the roadway design. Age and location are correlating factors. Pedestrian-friendly intersections, traffic calming features, and the availability of paved shoulders and sidewalks make walking safe and more enjoyable for all ages. Some examples are:

--Neighborhoods: Child pedestrian crashes generally occur on neighborhood streets and often at mid-block. Children are often struck by a vehicle belonging to their own or another parent or teacher's car at or near school or home.

--Dense Urban Traffic: Milwaukee accounts for about half of all pedestrian and school bus crashes each year. Southeastern Wisconsin has about 45% of the state's population and the highest population densities. Most of the decrease in pedestrian crashes and school bus crashes are accounted for in reductions in the Milwaukee area.

--Intersections: For older youth and adults, being a pedestrian is often a form of exercise as well as transportation and fun. Crashes are often on larger city streets or country roads and are caused by a left turning motorist who does not look for/see the smaller road user or does not judge the pedestrian's movements and speed accurately. Sometimes crashes are caused by a right turning motorist who does not look to the right for pedestrians before turning at a right-turn-on-red intersection. Looking only for cars and trucks at intersections, not smaller vehicles and pedestrians or animals, is a common motorist mistake.

--High-speed Roadways: A few of the fatalities and serious injuries each year happen to motorists who become pedestrians in areas where pedestrians are not expected. Examples are: running out of gas, changing a tire or inspecting/repairing a vehicle problem, or leaving a car with an abusive driver or passenger. The only defense is making oneself as visible as possible with flares, flashlight, another vehicle's lights, vehicle hazard lights, strap-on lighting or retro-reflective outer clothing, and walking facing traffic or even off the roadway altogether when traffic speed is high. Other high-risk locations are on RR ROW, in highway work zones, in stalled cars on roadways and on college campuses.

Table 09-03 CODES Linked Data 2000 Posted Speed Limit, Pedestrian Injury and Cost				
Speed	# Injured	# Hospitalized	# Died	Charges
5-20	102	11	0	\$311,001
21-25	833	111	13	\$2,208,101
26-34	445	103	14	\$2,375,463
35-50	172	35	12	\$1,324,703
51+	93	25	24	\$681,825
Total	1,645	285	63	\$681.825

Source: WI CODES Project

Age

Historically, children, elderly and alcohol-impaired pedestrians constituted about 30% each of pedestrian fatalities. In most recent years, child and elderly pedestrian fatalities are decreasing. Anecdotal information indicates that this may be due to decreased walking because of fear of traffic by these two groups rather than any real improvements in safety. The following table shows that both in incidence of death and injury and in the injury-to-death ratios, it is the adult and elderly population that merits more attention and intervention.

Table 09-04: WI Pedestrian Deaths and Injuries By Age - 2002				
Age	Killed	Injured	% Total	Injury/Death Ratio
Unknown	1	12		
1-14	7	399	26.4	57 to 1
15-24	7	341	22.6	48.7 to 1

25-54	20	522	34.5	26.1 to 1
55+	15	187	12.4	12.5 to 1
Total	50	1,461		29.2 to 1
Source: 2002 Crash Database				

Children are involved in crashes caused most often by dart-out into traffic, excessive vehicular speeds for neighborhoods and school zones, and inattentiveness of motorists. The youngest children may not yet know traffic rules, or quickly forget them when excited about something else in their world. They have less developed sensory abilities; for instance, they hear a horn but cannot tell the direction the sound comes from, and they have only 1/3 the peripheral vision adults have, so do not see traffic as soon as adults would.

A growing number of non-impaired adults who are working, standing or walking along higher speed roadways are killed each year, even though non-impaired adults in middle years (ages 15-55) appear either to move faster and avoid contact with motor vehicle or have more resistance and survivability for injuries incurred when struck.

Gender

Nationally, more than two-thirds of pedestrian fatalities are males, and males sustain more than twice the number of injuries in pedestrian crashes.

Time of Day

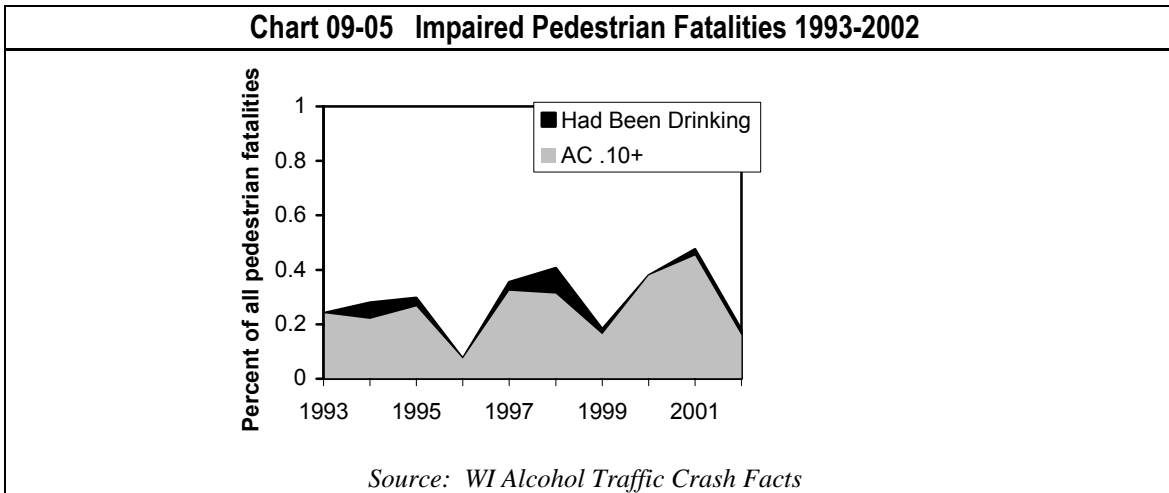
Age and time of day are correlating factors. The large majority of childhood crashes happen in the 3-4 hours right after school in daylight. Three of the five fatalities of those 65 or older occurred during daylight. On the other hand, 28 of the 33 fatalities of adults 15 to 65 years old occurred at night. Dark clothing, especially red and black, make night-time pedestrians almost invisible to motorists.

Almost all of adult pedestrian fatalities occurred at night. National studies use night-time as a surrogate for drinking, which in the case of pedestrians, is a combination of the drinking behaviors and risk-taking of both drivers and pedestrians.

Impaired judgment

Adult pedestrians often cross against lights, cross outside crossing zones at intersections, or cross at the most convenient place for them. These can be dangerous situations but if the teen or adult accurately judges traffic and other environmental conditions a crash rarely occurs.

Introduce alcohol or drug use, and the most athletic pedestrian may have trouble coordinating the walk along or crossing of a street/road. The impaired judgment and reflexes that make a person a dangerous motorist also make him or her a hazard to himself and others when on foot. Over the past several years, between 32 and 50% of Wisconsin's pedestrian fatalities would have been too drunk to have driven a motor vehicle legally. In 2001, 45% of all pedestrian fatalities had an alcohol concentration of 0.10 % AC or higher. The unanswered question is whether they are walking because they have lost their drivers license, because they do not want an OWI ticket or are they walking because they prefer to do so, but are being hit more often because of increased vehicle speeds resulting in less margin for error.



CODES linked data for the year 2000 identified 2,222 pedestrian crashes, in which 262 involved alcohol use by the driver, pedestrian or both. In these 262 crashes, 8 persons died at the scene, 17 were transported to the hospital but died and 54 were hospitalized. Total hospital charges for these crashes were \$1,752,376.

Vehicle type

Few pedestrian crashes result in damage only to clothing or other property; almost all result in some injury to the pedestrian. Speed and the size and construction of vehicle hitting pedestrian affect degree of injury. Bumper height, for example, can mean the difference between injury and death.

Driver Aggression

Driver aggression toward the relatively slower-moving pedestrian is getting worse. Crossing guards are sworn at, given hand signals, and being intentionally driven at, and their directions to traffic disregarded. Crossing guards, like school bus drivers, can take a vehicle license and report it to local law enforcement to initiate a contact and possible citation. However, most are in shock when they or the children are in jeopardy and cannot record this information. Several crossing guards in the Fox Valley/Green Bay area have been struck by motor vehicles in recent years. Violations of pedestrian safety on sidewalks, in driveways and in both marked and unmarked crosswalks should receive attention whether the violator is bicyclist or motorist.

IV. STRATEGIES FOR DECREASING PEDESTRIAN DEATHS & INJURIES

Everyone is a pedestrian at some time, and thus we think of walking as a simple activity. We fail to recognize the complexity of many of the issues facing planners who want to integrate safe pedestrian travel into their transportation and land use plans. Also, pedestrian travel is not as engaging in terms of political motivation as bicycling. The federal government developed the Pedestrian Road Show as a community-focused interactive means of providing a fresh view of the problems and possible solutions for such planning.

A. Strategies Selected for 2004

Pedestrian Safety

Research/data compiled over the last 30 years demonstrates the effectiveness of the following strategies to prevent serious injuries and deaths involving a pedestrian:

Coordination

State Coordination: Wisconsin Walks is the first statewide pedestrian advocacy organization in the nation, and it is a member of the national pedestrian advocacy organization. WisDOT staff serve as ex officio board members. The organization has representatives from health professions, local planners/ engineers/ elected officials, educators, people with a variety of disabilities, communities that have hosted Pedestrian Road Shows/Walking Workshops, and others interested. Wisconsin Walks organized as a 501(c) (3) non-profit on October 2, 2002. BOTS supports some outreach efforts of this organization including Internet page development and maintenance, and some coordination costs. The second board meeting was held in conjunction with Active Living Institute's Conference focused on health professions; others were encouraged to attend. Wisconsin Walks is working with the National Pedestrian and Bicycle Clearinghouse to provide funding for additional "healthy communities" training and motivation events in Wisconsin.

Community Coordination: Strategies to intervene before the crash to prevent/reduce injury, or to intervene once a crash occurs may include any of the following, separately or in combination--engineering, education, enforcement, emergency medical services, and encouragement. Wisconsin communities are encouraged to use the best resources available and, within their local resources, to work on all strategies to improve the safety of all pedestrians whether they are young and have not learned traffic dangers and rules, older and need more time for crossing, using alcohol or other drugs and unable to make accurate judgment about traffic movement, or any pedestrian walking night or day for enjoyment or transportation.

Community leaders concerned about safety for pedestrians are encouraged to remain open to creative innovative approaches. They may develop new strategies or test best practices from other communities, and through state organizations share what they have learned about making walking both fun and safe. BOTS offers communities the services of trained facilitators for the FHWA "Pedestrian Road Show" program that encourages communities to study their pedestrian environment and identify local strategies to address the problems and challenges they have identified. Good community design, such as the Smart Growth Initiative, is one of the most effective strategies to both encourage walking and make it safer. Incorporating city planners into community pedestrian safety groups is a powerful means of improving safety.

Schools should discourage parent drop-offs and should designate student drop-off points and direct and inform all users of the school area why this should be observed - to protect all children by reducing the most dangerous maneuvers of turning, backing, and walking between vehicles especially in multi-directional traffic.

Strategy – Education

Public information and education must be a component of each pedestrian safety strategy. Up-to-date, targeted, free or free-loan educational materials must be made available to communities,

interest groups and advocacy groups who do not have the resources to research or produce such materials.

Pedestrian safety is an extremely complex issue. Multiple types of education or training are necessary because so many target groups need to learn about safe pedestrian environments and behaviors; these groups include trainers, the various at-risk groups, planners, designers, engineers, community leaders, school systems, and law enforcement officers. Adult peer groups such as AARP and 55-Alive can incorporate more pedestrian-motorist material to explain the changes in abilities and perceptions that occur with age and ways to compensate while maintaining mobility as long as possible. Even for child pedestrian safety, multiple groups need to be made aware of their contribution to the danger to child pedestrians and what they can do to address it in their multiple roles of citizen, parent, safety professional, safety advocate or educator. Public information is an essential part of pedestrian law enforcement; Wisconsin motorists behave as if they are totally unaware of pedestrian legal rights.

Strategy – Enforcement

Law enforcement for pedestrian safety includes enforcing motorist speeds, aggression toward pedestrians, red-light violations, failure to yield in crosswalks and for blind pedestrians at all locations. It also includes limited enforcement of pedestrian behaviors coupled with on-the-spot education of the pedestrians about crossing locations and strategies. These enforcement strategies can reduce up to 90% of crashes.

Strategy - Engineering and Conspicuity Enhancement:

Crash prevention through changing the environment can take the form of re-engineering the roadway to adapt to the needs of pedestrians and to minimize conflicts with motor vehicles.

Smart Growth and residential design standards argue against the target 85th percentile speed of 25-30 mph. The potential for pedestrian fatalities is ten times greater at 31 mph than at 15 mph and the short trips on these residential streets do not justify the minimal travel time savings that the higher speed limits yield. Wide, curvilinear streets now in favor should be replaced with a more connected street network of narrowed streets permitting parallel routes serving all travelers safely at moderate speeds. In addition, curvilinear streets and cul-de-sacs discourage walking because walking distance is increased and they diminish sight distance, making them even more dangerous for pedestrians to cross.

Changing the environment can also take the form of increasing the visibility of walkers, joggers and early morning or late evening delivery people. A simple intervention is to educate them about the value of retro-reflective material on their outerwear, especially on their shoes.

Strategy-Evaluation

BOTS will develop means of performing comparisons of communities who did one or more activity with those taking no pedestrian-specific or traffic calming action.

B. Criteria for Project Selection

Priority for pedestrian safety funding will be given to communities with:

- (1) populations in excess of 10,000;

- (2) unusual exposure factors for pedestrian crashes;
- (3) at least three years of data demonstrating a pedestrian crash problem;
- (4) a high-level of community buy-in demonstrated by project match;
- (5) a plan for coordinated activity employing multiple actors, strategies, and/or fund sources, especially if part of integrated Safe Community/Smart Growth planning;
- (6) an evaluation plan;
- (7) demonstration of good self-sufficiency within 1-3 years, and
- (8) a history of using Highway Safety funds effectively.

Communities with functioning Safe Community Coalitions or Smart Growth or Safety Planning initiatives that have used data to select pedestrian safety as a priority area for community activity will be given preference.

Smaller communities may be eligible for start-up grants if they demonstrate problems of unusual scope or unusual community buy-in, plus unusual effectiveness in past Highway Safety Projects.

Project funding is for one year; communities may extend funding for an activity for no more than 2 additional years, including both planning and implementation phases, and these must be documented in the initial project. Each year's activity will be evaluated, and communities that have not performed the prior year's contract will not be eligible for additional years of funding.

Bicycle Safety

Bicycles are legal vehicles on Wisconsin roads and streets, except for high-speed limited access roads posted as restricting non-motorized users. Bicyclists are subject to the laws of vehicle operation just as motorists are, and motorists are required to pass bicyclists with at least 3 feet of space between them. Sidewalk bicycle riding is prohibited unless the local jurisdiction has passed ordinances permitting it. So bicyclists are required to share the streets with motor vehicles.

The bicycle is essentially a non-polluting means of transportation as well as recreation for children and adults well into old age. Most bicyclists use the bike to get from place to place - children and youth to school and others to work while all people can and many use bicycles for errands, visits, and getting to other activities.

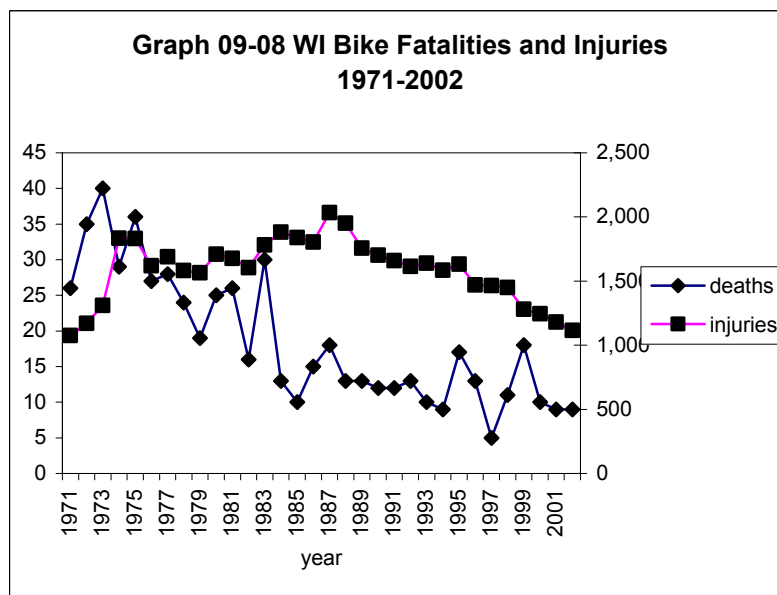
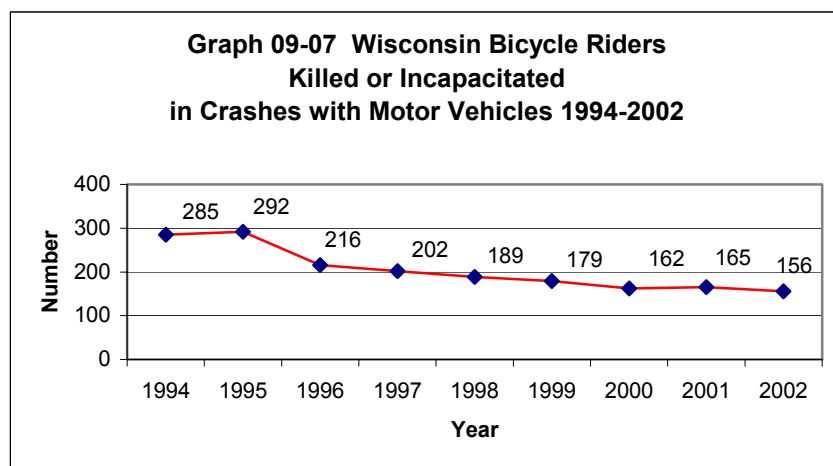
A. Magnitude and Severity of the Bicycle Rider Crash Problem

In the United States, 67 million bicyclists ride approximately 16 billion hours per year. Each year, approximately 700 bicyclists die from injuries due to crashes and more than 500,000 persons are treated in emergency departments. More than 90% of deaths from bicycle-related injuries are caused by collisions with motor vehicles. Bicyclist death rates per trip or per person mile of travel greatly exceed the rates for car occupants. (Harborview Injury Prevention & Research Center 2001.)

Table 09-06 -- WISCONSIN BICYCLE CRASH DATA 1994-2002											
BICYCLE CRASH EFFECTS	1994	1995	1996	1997	1998	1999	2000	2001	2002	94--96 3-yr av	00-02 3-yr av
Bicycle Crashes	1,644	1,714	1,503	1,504	1,500	1,342	1,279	1,216	1,477	1,620	1,209
Bicyclists Killed	9	17	13	5	11	18	10	9	9	13	9
Bicyclists Injured	1,584	1,632	1,469	1,464	1,449	1,279	1,244	1,179	1,115	1,562	1,179
Bicyclist A-Injuries	276	275	203	197	178	161	152	156	147	251	152
Total K + A	285	292	216	202	189	179	162	165	156	264	161

Source: WisDOT Crash Database

These data represent only those bicycle riders involved in a collision with a moving motor vehicle. Emergency Department data indicate that the number of unreported bicycle crashes whether on roadway or in recreational settings is vastly greater than this chart would indicate.



The Wisconsin CODES Project linked 1999 hospital records to 852 bicycle crashes involving 1,069 vehicles with 1,186 occupants (including bicyclists). Of these 6 were seriously injured, 3 were transported and none were hospitalized. No bicyclist deaths were linked. In 1998, hospital e-code information for pedal cyclist injuries showed 124 persons injured, with an average hospital stay of 6.2 days and total in-patient charges of \$1,856,446.

Studies have determined that falls account for over 50% of all bicycle crashes and skills taught and laws enforced can help bicyclists avoid many falls as well as traffic conflicts (J. Kaplan 1975).

B. Risk Factors for Crash Involvement and Injury

Age

Children and youth, especially those 5-9 and 10-14, represent one-third to one-half of fatalities and at least half of injuries in bicycle-motor vehicle crashes, and studies indicate that these children have most often committed the error leading to the crash. Bicyclist death rates per 100,000 population are highest at age 10-14, but 56% of fatally injured bicyclists are age 20 or older.

Adult bicyclist errors account for only 40% of their crashes with motor vehicle crashes. The most common vehicle error causing a crash with a bicycle is motorists' left turns across the path of the bicycle.

Table 09-09 BICYCLE CRASH TYPE BY AGE		
Age	Crash type	Factors
Children 5-9	Driveway ride-out	Perceptual/sensory and judgment skills not developed
Children 11-14	Swerve in front of motorist (not an overtaking motorist error), stop sign violation and driveway ride-out	Not taught to scan over shoulder before changing lanes; follow bad adult models on bike and in vehicle at stop-signs and driveways; still lack visual and judgment skills to evade crashes when in trouble.
College Students 19-25	Same as 11-14 year olds	
Adults 15-64	Left turning motorist most common single crash with motor vehicle, crash types similar to those of motorcyclists	Bicyclists can travel at 20 mph or even faster downhill and have speed-related crashes. Motorists don't judge bicycle speed and distance accurately.
Older Adults 65+	May make same errors as child bicyclist. Same type of crashes as other adults, usually intersection related Sensory and sometimes judgment errors	If new to bicycling or returning after many years of not riding If continuing rider from young adulthood and continuing good health If aging related disabilities occur

Source: NHTSA and Cross & Fisher (1977), as amended by Arthur Ross and JoAnne Pruitt-Thunder

Gender

Death rates for male bicyclists ages 20 to 54 have substantially increased in recent years. Males make more than twice as many bicycle trips as females and their death rate per 100,000 population is six times higher than for females.

Head Injury

Head injury is by far the greatest risk to bicyclists, comprising one-third of emergency department visits, two-thirds of hospital admissions, and three-fourths of deaths. Ninety percent of bicyclists killed in 2000 reportedly weren't wearing helmets.

Time of Day

Night riding without lights, especially on rural high-speed roads is very dangerous. Nationally, one-third of bicyclist fatalities occur on roads with speed limits of 55 mph or higher. A headlight is required by law, even where sidewalk riding is permitted and on all bikeways. A red reflector is required, but a red taillight is recommended.

Driver Impairment or Aggression

Speeding and or alcohol/drug using motorists and motorists who do not know or do not agree that bicyclists have the right to the same roads/streets cut off bicyclists or pass too closely (less than 3 feet) intentionally and even force them off the road. They also fail to yield at crosswalks and intersections, including intersections with bicycle paths that have the right-of-way. CODES linked data for the year 2000 identified 1,425 bicycle crashes, of which 44 involved alcohol use by the driver, bicyclist or both. In these 44 crashes, 1 person was transported to the hospital but died and 14 were hospitalized. Total hospital charges for alcohol-related bicycle crashes were \$136,342. In bicycle crashes in which alcohol was not a factor, 3 persons died at the scene, 9 were transported but died and 113 were hospitalized. Total hospital charges for all bicycle crashes were \$1,810,767 in 2000.

Bicyclist Failure to Observe Traffic Laws

Wrong-way riding is involved in 1/3 of all bicycle crashes. Bicyclists and in-line skaters using the road/street should always travel on the side with other traffic going the same direction. For bicyclists, the most likely citations to reduce crash risks are stop light and stop sign running (children are at high risk, but they follow adult examples), wrong way riding, and mid-block entry (failure to yield). Violations of pedestrian safety on sidewalks, in driveways and in both marked and unmarked crosswalks should receive attention whether the violator is bicyclist or motorist.

IV. STRATEGIES FOR DECREASING DEATHS & INJURIES

A. Strategies Selected for 2002

Strategy - Coordination

State Coordination: Wisconsin has strong state-level coordination of its bicycle safety program. Both a behavioral safety specialist and a bicycle facilities planner are on staff in the Department of Transportation. The Bicycle Federation of Wisconsin is a strong advocate for bicycle riders and its leaders work closely with the state.

Community Coordination: Community coordinated activity to prevent bicycle related injury can gain more results by combining strategies indicated below and focusing on the group(s) of bicyclists and types of motorists in their area. Neither instruction, nor helmet encouragement are enough if parents and community leaders (law enforcement, teachers, city council, etc.) do not insist that good bicycling is practiced and laws are obeyed by both bicyclists and motorists.

Persons who need to be aware of the status of bicycling in their community include parents, teachers and school officials, elected officials, older youth and adult bicyclists, employers and businesses, health care providers, law enforcement officers, bicycle clubs and shops, motorists and pedestrians.

Strategy-Education/Training

Bicycle safety instruction can be made available for both children and adults. Instruction is geared to correcting errors commonly made by children and for adults, giving experience, skills and information to build confidence bicycling in traffic.

- Children can be taught by their parents that certain limits apply and that more independence comes as skills and judgment develop. Two most important rules are 1) wear helmet correctly every time you get on the bicycle, even in the yard or driveway and 2) do not ride the bike out of the driveway without stopping at the end and looking for and waiting for traffic to pass. Parents should not permit young children to ride alone until the parent is confident that all basic skills have been acquired and are being applied by each child in the family. Children develop at different rates, so age is not always a good indicator.
- Basics of Bicycling (BOB) developed by Bicycle Federation of America. Curriculum with all lessons and video with introduction and 2 of the 7 lessons; 5 lessons are on-bike. Design age is 4th grade, useful for grades 3-5 with little or no modification of difficulty level. Written request and commitment to implement must be submitted by School District (1 per district) BOTS purchased curriculum packages, so no cost to educational agency.
- Wisconsin offers Teaching Safe Bicycling every April to train bicycle safety trainers who organize on-bicycle instruction events such as rodeos. Basic traffic skills and information about causes of child crashes and developmental limitations are offered at these events.
- Adult courses developed by League of American Bicyclist and Bicycle Federation of Wisconsin are also available.

Strategy - Injury Control – Helmet Use

Head injuries are the leading cause of death and serious injury in bicyclists. Studies performed by the Safe Kids Coalition and Harborview Medical Research Center have determined that a correctly fitted and regularly worn helmet can prevent up to 85% of these serious injuries and many less serious head and facial injuries.

Bicycle skill instruction without helmet promotion fails to recognize that almost every bicyclist will be in at least one serious crash over a lifetime of riding, whether or not skilled and/or trained. A head injury in that single crash can lead to death or permanent disability which could have been prevented by a helmet. Helmet promotion should not be restricted to children. Although they have more crashes in the learning years, children's heads are no more at risk in a crash than are adult heads. A fall from only 2 feet can cause brain injury. On the other hand, helmet promotion alone will not prevent crashes, and bicyclists sustain some level of injury in nearly every crash.

Inexpensive helmets can be acquired individually or for large group distribution. Peer pressure has much to do with helmet use, and equipping a whole school or neighborhood and applying adult

expectation for children as well as other adults to wear their helmet is more effective than simply parental rules or legal mandates.

Strategy – Enforcement

Quality enforcement can reduce up to 90% of bicycle-motor vehicle crashes. Law enforcement officers can educate youngsters, adult bicyclists and motorists at traffic stops about ways to keep bicyclists safe. Officer activities range from assisting at instructional events to giving citations for the most serious violations. For motorists these include speed, operating under the influence, failure to yield (especially on turns), and intentional aggressive activity toward a bicyclist. For bicyclists, these include stoplight and sign violations, wrong-way riding, dart-outs and swerves in traffic, and night riding without lights. Wisconsin offers Enforcement for Bicycle Safety, an officer training course that develops officers' skills and their recognition of violations by both bicyclist and motorists that make bicycle travel dangerous.

Strategy – Evaluation

Observation of current practices can help determine the focus of other strategies. For example, while a large number of helmet promotion, sales or give-away projects have occurred over the past few years, we do not know whether they have resulted in any significant increase in consistent correct helmet use by target groups. If the target activity was aimed at elementary school-age children, we do not know whether other groups such as parents or adult or young bicyclists were affected in any way. Observational studies of helmet use, common bicycling errors, conflicts and the types of bicyclist involved will provide some much-needed rigor.

B. Criteria For Project Selection

Priority for bicycle safety funding will be give to communities with: (1) populations in excess of 10,000, (2) unusual exposure factors for bicycle crashes, (2) at least three years of data demonstrating a bicycle crash problem, (3) a high-level of community buy-in demonstrated by Project Match, (4) a plan for coordinated activity employing multiple actors, strategies, and/or fund sources, (5) an evaluation plan, (6) demonstrating good self-sufficiency within 1-3 years, and (6) a history of using Highway Safety funds effectively.

Communities with functioning Safe Community Coalitions that have used data to select bicycle safety as a priority area for community activity will be given preference.

Smaller communities may be eligible for start-up grants if they demonstrate problems of unusual scope or unusual community buy-in, plus unusual effectiveness in past Highway Safety Projects.

Communities may have funding for same activities for no more than 3 years, including both planning and implementation phases. Each year's activity will be evaluated, and communities that have not performed the prior year's contract will not be eligible for additional years of funding.

School Bus Safety

A. MAGNITUDE and SEVERITY of the SCHOOL BUS INJURY PROBLEM

This issue has received more attention than the extremely few crashes, injuries and deaths

warrant. Few school bus crashes result in serious injury, except those that involve pedestrians or motorists in other vehicles. School bus passengers are four times more likely to be killed as pedestrians near the bus than as passengers while on the bus.

Table 09-10 -- SCHOOL BUS CRASHES 1994-1996; 1999-2002											
SCHOOL BUS	1994	1995	1996	1997	1998	1999	2000	2001	94—96	00—02	
									2002	3-yr av	3-yr av
School Bus Crashes	1,126	1,117	945	771	771	838	835	800	638	1,063	758
Schl Bus Occ Fatalities	1	0	2	0	0	0	0	0	0	1	0
School Bus Occ Injuries	628	423	454	264	264	358	315	369	194	502	293
Schl Bus Occ A-Injuries	19	7	7	6	6	2	4	4	4	11	4
Total K + A	20	7	9	6	6	2	4	4	4	12	4

Source: WisDOT Crash Database

Motorists who pass a school bus while stopped with red alternating lights flashing can be cited by LEA if seen by officer or if bus driver gets license number. Often bus driver has no time to see and record this number while main job is getting child on/off bus safely. The Wisconsin Legislature passed a law requiring buses to have gates preventing children from being run over by the bus, but these gates will not address the more frequent cause of school bus-related injuries to children; that is, violations by passing motorists.

Most often injured in school-bus-related crashes are the drivers and occupants of the other vehicle. Children boarding/deboarding the bus are injured in lower numbers, but are double-counted as pedestrians in Wisconsin.

Occupant protection is a hotly contested issue, even though so few injuries occur on the school bus. The physical dissimilarities of the children within one age group create extreme difficulty in fitting protection individually. Occupants on the bus have little risk of serious injury, even in a crash, except in rare instances, such as when a semi is the other vehicle.

IV. STRATEGIES FOR DECREASING DEATHS & INJURIES in SCHOOL BUS CRASHES

Education – Public Information Materials

These materials are targeted at motorists, educating them about the provisions of school bus safety laws, emphasizing the stop requirement for all lanes on undivided highways when a school bus is stopped with red lights flashing.

V. ACTIVITIES and ESTIMATED FUNDING, by STRATEGY

STRATEGY -- ADMINISTRATION

Activity: WISCONSIN PEDESTRIAN and BICYCLE SAFETY PROGRAM MANAGEMENT State Approp. 461

Problem: State-funded Pedestrian and Bicycle Safety Program requires full-time administrator. Program created in 1984. Coordination with FHWA funded Bicycle facilities planner and program.

Objective: To coordinate and manage the State Pedestrian and Bicycle Safety Program & other state-level safety activity.

Resources: \$60,000 for 1.0 FTE wage, fringe, DP, training, M&S.

Self-sufficiency: This is a statutorily directed and funded position.

Evaluation: Administrative evaluation of level of activity and output.

STRATEGY -- EDUCATION –Public Information and Education

Activity: 04-09-01-PS PI&E – PEDESTRIAN AND BICYCLE SAFETY

Problem: Pedestrian and Bicycle Safety audiences and need for information vary by age and role. Materials must be targeted for a wide variety of audiences and must be revised frequently to address changing social and environmental factors.

Objective:

1. Maintain current materials to meet demand, evaluate validity and effectiveness, need for new or updated materials, develop new materials as required
2. Address target audiences - children under 15, elderly adults, alcohol-impaired travelers, and motorists sharing the road with them – with appropriate messages in appropriate formats.
3. Increase motorist and parental awareness of special problems of school zones and school buses.
4. Develop new youth-oriented materials.

Resources: \$ 80,000 for reprints and purchases.

Self-sufficiency: Approximately \$27,500 state-funded level of effort. Internet offers possibility of decreased cost of development/ handling of paper.

Evaluation: Administrative. Baseline survey required, then post-use survey of change in KAB

Activity: PI&E – PEDESTRIAN AND BICYCLE SAFETY - State Approp. 461

Problem: Pedestrian and Bicycle Safety audiences and need for information vary by age and role. Materials must be targeted for a wide variety of audiences and must be revised frequently to address changing social and environmental factors.

Objective: Maintain current materials to meet demand, evaluate validity and effectiveness, need for new or updated materials, develop new materials as required

1. To address target audiences - children under 15, elderly adults, alcohol-impaired travelers, and motorists sharing the road with them – with appropriate messages in appropriate formats.
2. To increase motorist and parental awareness of special problems of school zones and school buses.
3. To provide information about bicycle laws in Wisconsin to the public.

Resources: \$32,500. \$27,500 for reprints, purchases, evaluation and new materials; \$5,000 for bike law printing..

Self-sufficiency: State funding – possible increase in program size. Internet offers possibility of decreased costs.

Evaluation: Administrative. Baseline survey required, then post-use survey of change in KAB

STRATEGY -- EDUCATION – Training

Activity: 04-09-02-PS TRAIN the TRAINER, TEACHING SAFE BICYCLING and BASICS OF BICYCLING (BOB)

Problem: Certain unsafe behaviors by bicyclists and by motorists contribute to the vast majority of bicycle - motor vehicle crashes. **Teaching Safe Bicycling (TSB)** developed by Wisconsin DOT, Bureau of Transportation Safety Bicycle/Pedestrian Safety Program in consultation with City of Madison DOT, UW-Madison Agriculture Extension, and the Wisconsin Department of Health and Family Services addresses these behaviors.

Basics of Bicycling (BOB) provided by BOTS-arranged instructors. On school district commitment and instructor availability, two day course may be offered if minimum of 15 potential BOB instructors are available. This instructor training is not required for BOB acquisition & implementation. This or TSB is recommended for basic instructor preparation. School must host and arrange for lunch and breaks, classroom and riding space indoors as well as outdoors

Objectives:

1. To provide 3-4 annual TSB instructor workshops for teaching safe bicycling skills to children Required pre-registration, bicycle riding and helmet use. Carries 6.75 DOJ credit hours for LE officers and 8.0 DPI credit hours for teachers.
2. to provide BOB instructor training to 40 educators and assist them in implementing BOB as standard part of school or other educational program activities.

Resources: \$5,000. \$4,000 for TSB instructors, travel, materials/supplies, meals for participants. \$ 1,000 for BOB instructors, travel, materials/supplies.

Self-sufficiency: Most of this training is for trainers who take what they have learned (KAB) back into their communities. Continuous need for new trainers, and for technology updates.

Evaluation: Reviews of products, instructors, materials. Outcome evaluation statewide and in communities where training has been implemented over a period of years.

Activity: 04-09-02-PS OFFICER TRAINING -- ENFORCEMENT FOR BICYCLE and PEDESTRIAN SAFETY

Problem: Certain unsafe behaviors by bicyclists, pedestrians and motorists contribute to the vast majority of their crashes. Bicycles are not perceived as equal users of the road by themselves and others and the laws protecting pedestrians are routinely ignored. Enforcement for Bicycle Safety –EBS is a 2-day course for enforcement officers about the laws governing pedestrians and bicycles on roadways and the best strategies for enforcing them. Trained officers contribute to increased community perception of the rights and responsibilities of these roadway users. Officers must ride as part of instruction and wear helmet. Manual is included in course and available for review. Course fee is reimbursable by DOJ and carries 12 in-service credit hours.

Objectives:

1. Improve marketing of EBS course and prepare/support adequate instructors for traffic law enforcement officers.
2. Organize Bicycle Law Enforcement Summit for traffic (both bicycle mounted and MV)/ community policing/problem oriented policing/ LEA Safety/, and school liaison officers.
3. To reach the WI Court System with information about EBS.
4. To incorporate Pedestrian Law Enforcement in the EBS course or develop a WI-specific stand-alone course.

Resources: \$15,000. \$10,000 for updated EBS Manual update & printing, and EBS presentations to DA's and judges - consultant fees, travel, meals, lodging, M&S, printing, postage; \$5,000 for UW development of Pedestrian Law Enforcement course.

Self-sufficiency: Attendees can seek reimbursement from Department of Justice for in-service credit.

Evaluation: Reviews of products, instructors, materials, LEA acceptance and utilization. Outcome evaluation statewide and in communities where training has been implemented over a period of years.

STRATEGY -- EMPOWERMENT

Activity: 04-09-04-PS BIKE/PEDESTRIAN COMMUNITY PROJECTS.

Problem: Combinations of safety strategies at the local level are key to pedestrian and bicycling safety. Pedestrian and bicycle issues are an excellent means of motivating the formation of Safe Communities coalitions, and priority for funds can be ascertained using both crash and Safe Communities data. The best way to begin interdisciplinary cooperation can be in production of small, popular events featuring safety of children. Bicycle rodeos, Walk Our Children to School, and other such community events provide a feeling of accomplishment in those participating and prepare them for Safe Communities activities. Emphasis on Bike or Pedestrian enforcement in training both motivates and educates traffic officers to prevent these crash types. NOTE: Funds not distributed to the communities for these programs may be used for Safe Communities projects, and especially, safety-conscious planning and safety scanning projects for multi-modal improvements.

Objectives:

1. To encourage systematic approach to pedestrian, bicycle and other safety problems and to encourage collaborative multi-disciplinary planning and production of small safety-oriented events. Can be combined with occupant protection and youth alcohol activities.
2. To assist 20 communities in producing local bicycle safety events for 1500 children ages 7 to 14.
3. To integrate helmet promotions into community bike safety activities, and all injury prevention efforts.
4. To support implementation of Basics of Bicycling in another 5 school districts/communities.
5. To support 8 communities in organizing and implementing Pedestrian Road Shows using WI-trained facilitators. Can be combined with Safe Communities/Planning Projects.
6. To assist 8 communities to improve child travel choices and community involvement in best routes to school. Can be combined with Safe Communities/Planning projects.
7. To integrate Community Roadway Hazard ID program for Bicycles into local public works departments.
8. To assist up to 20 communities to increase quality enforcement for bicycle and pedestrian safety.

Resources: \$121,200.

\$20,000 grants of up to \$2,000 for Pedestrian Road Shows - for part time coordination, facilitator fees and expenses, participant snacks/lunches, materials and supplies and may include hardware or software if needed to manage pedestrian planning. 1-year funding.

\$10,000 for grants of up to \$1,000 to 10 communities for BOB Curriculum – bicycles, helmets, video equipment, instructional supplies. In some cases may include trailer or storage where multiple school sites/districts involved. 1-yr funding.

\$27,200 for grants of up to \$1,000 to 10-30 communities for on-bicycle instruction events; M&S. No bicycles may be purchased with this activity - see BOB for on-going instruction. Up to 3-year funding.

\$50,000 for grants of up to \$5,000 to 10-30 communities for ped/ bike/mixed law enforcement. Up to 3-yr funding.

\$24,000 for grants of up to \$6,000 to 6-10 communities for comprehensive Safe Routes to School Planning. 1- yr funding.

Self-sufficiency: One-time funding for Pedestrian Road Shows; community then develops its own project(s) to implement its own recommendations. Can include a second year of funding to attend PRS summit with others who held PRS. Small grant amount is easy to replace locally.

Evaluation: Number of communities generating short- and long-term safety recommendations. Compare Road-show communities pedestrian crash experience with control communities; compare crash experience of BOB-

trained students with control. Number of children, parents, volunteers who successfully complete planned activities. Number of agencies and education/enforcement stops of bicyclists, pedestrians and motorists. BOTS will aggregate community data to determine outcome effectiveness.

STRATEGY -- EVALUATION – Surveys and Studies

Activity: 04-09-05-PS PEDESTRIAN AND VEHICLE BEHAVIORS – FAILURE TO YIELD STUDY

Problem: A number of Pedestrian - Motor Vehicle crashes occur due to one or both of the parties failing to yield.

Objective: Conduct a study to better understand the pedestrian and driver behaviors and motivations to Fail To Yield.

Resources: \$10,000 for contract for consultant, printing, publication.

Self-sufficiency: Need for future surveys will be determined by the use of this first one. Protocol will be made available to communities for local surveys.

Evaluation: Administrative evaluation of survey process. Evaluation of statistical significance of samples of differing sizes, probative value of analyses, possibilities for data linkages, for example to law enforcement activity, etc.

Activity: 04-09-05-PS OBSERVATIONAL SURVEY – BICYCLIST BEHAVIORS AND HELMET USE

Problem: Current level of helmet use or of correct use appears to vary widely from community to community in Wisconsin, but no empirical data are available. Similarly, bicyclist (and motorist) compliance with laws and safe practice varies and has not been measured. These data are necessary for bicycle safety program development and evaluation.

Objective:

1. Select a consultant to assist program staff in the design and implementation of the survey and analysis of survey data. Use findings of survey and analysis in the planning of future bicycle safety plans at state and local levels, in development of safety messages. Distribute findings widely.
2. To record and encourage better use of data at state and local levels.
3. To encourage systematic approach to pedestrian and bicycle safety problems.

Resources: \$10,000 for contract for consultant, printing, publication.

Self-sufficiency: Additional surveys as needed. Protocol will be made available to communities for local surveys.

Evaluation: Survey process, statistical significance of samples of differing sizes, probative value of analyses.

State of Wisconsin Corridor & Community Safety Programs

2004



Program 04-10

CORRIDOR and COMMUNITY TRAFFIC SAFETY And SAFETY OUTREACH

I. GOALS and OBJECTIVES

A. Goals

Goal: To promote increased multidisciplinary safety activities in 15 populous communities representing at least 40% of the state population and 33% of state traffic deaths and serious injuries.

Baseline: 13 communities representing 30% of the population and 27.4% of deaths and serious injuries.

Goal: To inform the general public and safety advocates of changes in laws, new data, new studies, program opportunities, etc., and to reach high-risk audiences with informational and motivational safety messages.

Baseline: Traffic Safety Reporter mailed to 3,000; earned media and PSA's.

B. Objectives

Community Outreach and Activities

Objective 1: To provide outreach, technical assistance and guidance on no less than a quarterly basis to community representatives in Wisconsin's 72 counties.

Performance Measure: Attendance at all Traffic Safety Commission meetings. Number of meetings with representatives of multiple disciplines in county and sub-county political jurisdictions.

Baseline: In CY 1994, BOTS staff attended most quarterly Traffic Safety Commission meetings. BOTS staff meet almost entirely with law enforcement officials.

Status: During CY 2002, BOTS staff attended most TSC meetings. BOTS staff met regularly with coalitions in all organized Safe Communities.

Objective 2: To encourage locally directed multi-disciplinary safety activities in the top 10 most populated counties or communities by the end of 2004 and the top 25 most populated counties or communities by the end of 2009.

Performance Measure: Population and KA in counties and sub-county communities in which continuing multi-disciplinary safety activities are occurring.

Baseline: In FY 1994, Wisconsin Traffic Safety Assessment was completed by more than 100 communities. Development of Action Guides began. State-level committee organized to coordinate community grant activity. No grant program had yet been developed.

Status: In FY 2003, funded Safe Community Coalitions included Greater Madison and Dane County, Jefferson County, Monroe County, Green County, Richland County, Manitowoc County; Brown County, La Crosse County, Grant County, City of Beloit, Villages of Sauk City/Prairie du Sac, and Waukesha County.

Objective 3: To support up to five planning or engineering projects selected, endorsed and administered by Safe Community coalitions during FFY2004.

Performance Measure: Community Coalitions which meet BOTS criteria for Safe Community status, showing multidisciplinary project selection process, having selected, endorsed, planned and administered a safety-related planning or engineering project. .

Baseline: No such projects had yet taken place.

Status: Traffic Calming projects have been undertaken by communities that do not have a formal Safe Community Coalition.

General Outreach and Communications

Objective 4: To provide training, technology transfer and technical assistance to at least 300 safety professionals and to assist with the coordination of at least two volunteer organizations during 2003-4.

Performance Measure: Attendance at subsidized conferences. Number of programs initiated by targeted groups.

Baseline: In 1994, 400 attended Governor's Conference, 71 attended WAWHSL Conference, 48 attended Safety Coordinators Conference, and 300,000 attended Farm Progress Days, many visiting the BOTS safety display.

Status: In 2002, 350 attended Governor's Conference, 50 attended WAWHSL Conference, 58 attended Safety Coordinators Conference, and 300,000 attended Farm Progress Days, many visiting the BOTS safety display.

Objective 5: To evaluate the effectiveness of existing BOTS radio, television and print medium public information and education materials in changing knowledge, attitudes and behaviors, and to apply results to the development of the year 2005 HSP.

Performance Measure: The percent of all program-level and project level public information campaigns for which the distribution to target audiences is mapped and effectiveness of changing knowledge, attitude and/or behavior is evaluated.

Baseline: In 1994, little evaluation was performed.

Status: A 1997 phone survey to 500+ major users of printed BOTS materials, published in 1999, identified how the materials were used and asked for suggestions for improvements. In 1999, all radio and TV stations were surveyed to determine the use of and to request improvements to AV public service announcements was performed by RPMs. 2002 Omnibus survey discovered that 85% of respondents were unaware of special traffic enforcement deployments.

C. Related National/State Goals:

WI State Health Plan for 2010: The "Turning Point" project State Public Health Plan for the Year 2010 has incorporated the Safe Community model as the means of achieving its priority strategy of decreasing motor vehicle-related injuries and deaths in Wisconsin. Specific objectives are due to be published in 2003.

II. ESTIMATED BUDGET

CORRIDOR/COMMUNITY TRAFFIC SAFETY 10						
Activity	Title	Fed	State	Local	Tot Prog	Loc Benefit
	A. COMMUNITY OUTREACH					
04-10-01	Management/Outreach	335,000	75,000	0	410,000	83,750
04-10-02	Safe Communities & Evaluation	500,000	0	400,000	900,000	500,000
	Safety Conscious Planning	15,000	2,000	7,000	24,000	15,000
	B. GENERAL OUTREACH					
04-10-03	PI&E Program Mgmt	60,000	2,000	2,000	64,000	15,000
04-10-04	Community PI&E	40,000	6,000	1,000	47,000	20,000
	TSR and Outreach	35,000	10,000	10,000	55,000	17,500
04-10-05	Governor's Conference	20,000	8,000	20,000	48,000	10,000
	Volunteer Outreach	13,000	0	5,000	18,000	6,500
402 TOTAL	(CP)	1,018,000	103,000	445,000	1,566,000	667,750

III. PROBLEM IDENTIFICATION and PROGRAM JUSTIFICATION

A. Magnitude and Severity of the Problem – Community Safety Activities

In an era of devolution and diminishing federal resources, local units of government and non-government organizations will need to address their traffic injury problems locally to an ever greater extent.

Long-term individual and community-based measures are crucial for addressing complex behavioral problems like drinking and driving that are determined by a myriad of cultural, lifestyle and psychosocial factors. Single-strategy activities focused on the individual have been shown to be ineffective over the long run, especially when compared with grass-roots community-based activities reflecting community mores – social attitudes about what behaviors are acceptable to other members of the community.

Government assistance in the form of facilitation of community development skills, strategic planning skills and assistance in accessing information and other strategic resources have been shown to be an effective strategy for program development and implementation. It is these community skills that prepare the community to develop, perform and analyze highway safety activities that lead to the desired behavior changes that occur only in the long-term and in the context of the community.

Community-level planning and activities permit a higher level of coordination and earned media than the traditional single-strategy approaches once favored in Highway Safety. When communities teams begin to consider who needs to be involved in their highway safety activities, they are often surprised by the interest and skills non-traditional partners bring to the table. Historically, planning and engineering have not been included in the development of collaborative highway safety projects at the local level. Their work has not been well understood by other safety and health professionals and they in turn, do not always understand what the “soft” side of safety does accomplish. Thus they have not been integrated into multi-strategy community development efforts such as Safe Communities, where their expertise can best be deployed.

Single-strategy approaches such as mass media or law enforcement campaigns have been shown to be ineffective in attaining long-term behavior change. Old-style mass media campaigns are known to be expensive and relatively ineffective. Traffic law enforcement is expensive and has only a short-term effect. To reach the new driver or the recalcitrant driver, market-savvy information or motivational materials should be integrated into multiple-strategy social marketing campaigns, generally developed at the community level, that not only get their attention, but motivate them to change their behavior. Mass media have significant value in providing information to a broad public, but the advent of the Internet has also changed how this information is packaged and distributed.

B. Risk Factors for Crash Involvement and Injury

Roadway Location

While more crashes occur on urban streets and roads, they tend to have less severe consequences than rural crashes. This is due to many factors, including speed, roadway design and availability of emergency response.

Table 10-02: 2002 Crashes by Highway Class and Severity				
Hwy Class	Fatal	Injury	PDO	Total
Local Street/Road	198	20,460	42,460	63,279
County Highway	171	4,218	11,186	15,575
State Highway	310	12,711	28,779	41,800
Interstate System	44	2,245	6,129	8,818
Total	723	39,634	88,715	129,072

Source: 2002 DMV Crash Database

Communities with Diverse Populations

While the Wisconsin population is nearly 90% of European descent, the 2000 U.S. Census documents that our population is becoming increasingly diverse, and “one size fits all” strategies, messages, and approaches are no longer effective. We must learn from our partners in the human services how to achieve our safety goals while being culturally appropriate and sensitive to the differences between diverse populations in order to achieve the desired behavior changes.

The 2000 census does not document the explosive growth of the Hispanic/Latino population, which had risen to 192,921 or 3.6% of the total and has continued to rise rapidly since 2000. The most numerous populations in Wisconsin are: White, 4,769,857 (88.9%), Black/African American, 304,460 (5.7%), Asian, 88,763 (1.7%), and Indian/ Native American, 47,288 (0.9%).

Hispanic/Latinos: Wisconsin’s ethnic Latino population is growing extremely fast and its culture is not well understood by the predominant culture. Anecdotal data indicate that Latinos in Wisconsin may have disproportionate incidence of improperly licensed drivers and alcohol-impaired driving.

African Americans: Most of Wisconsin’s African-American population is found in larger cities. Many are found in densely populated inner-city neighborhoods. Poverty and urban circumstances may result in different patterns of motor vehicle use than the predominant culture. Observational surveys in larger cities indicate that African Americans have extremely low safety belt use.

American Indians: While “race or ethnicity” is not collected on Wisconsin crashes, Indian Health Service data show that motor vehicle crashes are a leading cause of death for American Indians ages 1-44. Motor vehicle related death rates for American Indians in the I.H.S. Bemidji Area are nearly three times the U.S. All-Races Death Rate. Motor vehicle deaths are especially high among American Indians ages 15-44 years. At-risk groups include pedestrians, especially children, males of all ages, and alcohol involvement, low rates of occupant protection use (seat belts and child car seats) contribute to these high rates. At the April 2000 conference: “A Community Response to Native American Transportation Safety,” tribes from three states provided a new perspective on working

together. Conference results included understanding of the need for culturally-sensitive educational materials, and for culturally-relevant training for tribal leaders and law enforcement officers.

Hmong: Wisconsin's Hmong population still maintains many features of its tribal, oral tradition, and is a particularly difficult population to reach using commonly used strategies and messages.

Amish: Wisconsin's Amish population, unlike most other minorities, is predominantly rural, located in only a few areas, and encounters special road use problems because of its choices of transportation modes.

Communities with Large Populations of Older Persons

Mobility of older persons. Thirteen percent of Wisconsin's population is age 65 or older, and by 2020 this proportion will increase to 17%. While age by itself is not a reliable indicator of individual driving performance, on a per-mile-driven basis older drivers have high rates of crashes, injuries and fatalities. When they no longer have driving privileges, these community members need to be mobile to perform the normal functions of life. Communities need to be prepared for older pedestrians.

Table 10-03 Year 2002								
DRIVERS and PASSENGERS in CARS & LIGHT TRUCKS- AGE by INJURY								
Age	2000 Pop	%pop	Killed	%tot	Injuries	%tot	A-injuries	%tot
unknown			1	0.2%	374	0.7%	26	0.6%
age 0-4	342,340	6.4%	10	1.6%	873	1.7%	36	0.8%
age 5-9	379,484	7.1%	4	0.6%	1,123	2.2%	60	1.3%
age 10 -14	403,074	7.5%	8	1.2%	1,604	3.1%	113	2.4%
age 15-19	407,195	7.6%	108	16.8%	10,054	19.4%	934	20.0%
age 20-24	357,292	6.7%	104	16.2%	7,618	14.7%	709	15.2%
age 25-44	1,581,690	29.5%	177	27.6%	16,495	31.9%	1,487	31.9%
age 45-64	1,190,047	22.2%	124	19.3%	9,514	18.4%	847	18.2%
age 65-84	606,928	11.3%	86	13.4%	3,686	7.1%	402	8.6%
age 85 plus	95,625	1.8%	20	3.1%	357	0.7%	46	1.0%
Total	5,363,675		642		51,698		4,660	

Currently, the population of older citizens are not distributed equally around the state; certain areas attract naturally occurring retirement communities (NORCs) and many depopulated rural areas consist predominantly of older people.

IV. STRATEGIES FOR DECREASING DEATHS & INJURIES

A. Strategies Selected for 2004

Community Traffic Safety Outreach and Activities

Multidisciplinary Activities

The 1999 Iowa State University study of traffic safety communications identified community programs using an integrated set of approaches involving mass communication, face-to-face program elements, community action and small-scale educational activities as being shown to effect lasting attitudinal and behavioral change. Thus, highway safety advocates are following their public health partners toward production of multi-component programs addressing multiple levels of social, psychological and structural influences on driver behavior.

Safety Conscious Planning

TEA-21 required metropolitan planning organizations to include safety and security in their transportation planning. The USDOT recognized that safety planning is a non-traditional role for city planners, that dialog, coordination and communication did not exist between planners and other safety professionals, and that their plan processes had differing criteria and timelines. However, their goals, functions and data needs overlap with those of safety planners. Thus, improved communication and coordination, sharing of information, designing of complementary programs and focus on multi-modal functions should result in superior plans for both groups.

Safe Communities

Highway Safety funds support community coalitions that adopt the "Safe Community" local empowerment concept first developed by the World Health Organization as embraced by the National Highway Traffic Safety Administration and the US Department of Health and Human Services to address local injury problems.

The NHTSA Safe Communities model has four essential characteristics:

1. use of multiple data sources to identify community injury problems;
2. citizen involvement;
3. expanded partnerships; and
4. a comprehensive and integrated injury control system.

The Safe Communities model is used locally to identify and address local injury problems. Injury patterns vary by age group, gender and cultural group. They are also subject to seasonal and geographic factors. Safe Communities allow citizens to predict when and where injuries are most likely to occur and to determine the best course of action to prevent them or to treat them effectively.

Safe Communities are data-driven; they use data from multiple sources to identify their local priority problems and to evaluate the effectiveness of their programs. They examine the type and severity of injuries, the cost of treatment and the impact on the community; they discover local behaviors and attitudes that either help or hinder them in decreasing the problem. They identify strategies proven to work in communities such as theirs, and adapt them to make them their own. They evaluate the effectiveness of their activities to determine whether they are making the best use of their own limited resources.

A Safe Community is one in which there is broad-based, multi-disciplinary leadership for injury control and significant amount of citizen involvement. Engineers, Planners, Law Enforcement, Public Health Professionals, EMT's, Teachers, Doctors, Nurses, Business owners, Volunteers, Citizens, Parents and others work cooperatively to plan and implement community injury

prevention efforts. Collaboration and communication are key to successful Safe Community efforts.

Expanded partnerships ensure that members working to address a local injury problem identify and collaborate with others in the community with a stake in reducing that problem. It also allows communities to gain access to the energy and resources of existing single-focus groups, such as teen coalitions, to use their knowledge and energy on areas of overlap.

Citizen involvement allows community organizations and individuals a say in determining which local problems will be addressed, and how. Not only is theirs the responsibility to identify the problem and determine the strategies to employ locally, but they must also gather the resources to address the problem. A coalition of concerned citizens and community groups produces a means for gaining significant local support and resources.

Safe Communities-Wisconsin is both a way of doing business and a program supported in the Highway Safety Plan. BOTS provides participating Safe Communities with tools, materials and technical support for strategic planning and health promotion, and grant funding for coordination and coalition-directed activities.

Highway Safety funds are used to support local coalition development and leadership. Thirteen communities have developed "Safe Communities" coalitions with the assistance of Highway Safety funding and technical support. Three additional communities have developed "Safe Community" coalitions on their own. In 2003, funded Safe Community Coalitions included Greater Madison and Dane County, Jefferson County, Monroe County, Green County, Richland County, Manitowoc County; Brown County, La Crosse County, Grant County, City of Beloit, Villages of Sauk City/Prairie du Sac, and Waukesha County. Marathon County, Vernon County, Sheboygan County, Green Lake County, Trempealeau County, Oconto County, Marinette County and Kewaunee County have submitted applications for which no funds are currently available.

Strategy - Develop Safe Community Coalitions with Engineering/Planning Components

Traffic Calming is relatively new in Wisconsin, and requires collaborative efforts of engineering, planning, and political leaders. Local planners and engineers trained in safety strategies for traffic calming, intersection design, school zone and work zone safety can provide important technical information to their community coalition and can encourage the community to undertake small engineering studies of local crash problem locations. The process of making these changes in their neighborhood transportation networks can be led by the citizens themselves, as well. These studies can then lead to community action to implement countermeasures.

The most effective strategy for decreasing intersection crashes is to design intersections to maximize visibility and minimize conflicts. Traffic calming techniques have been shown to slow traffic in neighborhoods as well as to reduce intersection crashes. In addition, traffic calming encourages healthy walking and bicycling behavior by making streets welcoming to non-motorized users. The use of many "traffic calming" techniques and the design of pedestrian and bicycle facilities concurrently with the facilities for motor vehicles have been proven to have safety benefits as well as decreasing congestion. Wisconsin's engineers are now required to study pedestrian and bicycle facility design.

General Safety Outreach and Communications

Targeting programs, activities and messages requires the highway safety professional to achieve the cultural competence of his social science and public health counterparts. Messages that are based purely on demographic factors are not so successful as those that incorporate the message into the entire psychosocial context in which the target group operates. This requires a grounding in cultural norms other than those of the public safety professional or of the predominant culture.

Management

The Communications Program Manager will assist each program specialist in the development of communications strategies, educational materials and marketing or social marketing techniques. In addition, the Communications Manager will arrange for the dissemination of information about traffic safety issues, programs and techniques by means of media releases, print newsletters and Internet publications, and by coordination of state safety conferences and advocacy group meetings.

Communications/Education/ Marketing

Effective information dissemination and marketing creates an awareness of the issues and furthers the principles of traffic safety in all arenas. PI&E is intended to be an integral part of each program activity and will be evaluated as a contributing factor to the program's success. Our "toolbox" of strategies include, but are not limited to, advertising, media programming, media relations, information programming, training and development, advocacy leadership, response feedback, special events, promotional items, product marketing and testimonials.

Mass Media

Education alone is ineffective at best; it can even increase the risk, according to a May 2001 article in the Insurance Institute's Status Report. A recent literature review of the assumptions, premises and results of 25 years of traffic safety communications campaigns provided little evidence to support implementation of "mass media only" programs to modify negative traffic safety behaviors. (Iowa State U, 1999). Mass media alone can introduce broad health promotion concepts and accurate information on safe traffic measures, but they do not produce significant changes in attitudes and values on social issues or adoption of preventive behaviors such as seat belt use.

Integrated Campaigns

Information campaigns will use multiple media wherever appropriate and will combine mass media with community, small group and individual activities. PSA's will be de-emphasized in favor of use of earned media, target group newsletters, etc. to direct messages to the target, secondary targets or opinion leaders.

Enforcement Mobilizations

Perception of risk through effective mass media techniques has been shown to improve the immediate and long-term effectiveness of enforcement campaigns. Improved traffic safety laws, with publicity and education, can change behavior. The "Elmira" model of waves of publicity and enforcement has shown success for more than 20 years. Thus, all Wisconsin enforcement activities will include a publicity campaign that precedes the activity and has a message relating to the presence of enforcement patrols and their immediate, high-probability consequences, whether the patrols occur in waves or as a general deterrence activity.

B. Criteria for Project Selection

Safe Community Coordination Projects

Priority for Safe Communities funding will be given to the counties and communities:

- (1) with populations in excess of 10,000 and with many highway miles and other exposure factors;
- (2) with the most total crashes or crashes of a particular type with serious injuries and deaths and/or a high injury to death ratio as demonstrated by at least 3 years of data;
- (3) with an existing and functioning coalition that has processes for preventing injuries, particularly traffic crash injuries, that is broad-based and representative of the community's demographic make-up, and that includes representatives from law enforcement, health care providers including fire/EMS, schools, business, service organizations, citizen groups or neighborhood associations;
- (4) with an on-going process for examining multiple sources of appropriate local data (crash, citation, CODES, e-codes, surveys) to identify local problems and to select projects;
- (5) with completed baseline (pre-activity) surveys – i.e, surveys of community needs and resources (Community Traffic Safety Assessment); knowledge, attitudes and behaviors; observational survey of safety belt use;
- (6) with a process for developing local injury prevention strategies and projects with specific measurable objectives, and emphasizing alcohol-related crashes and failure to wear safety belts;
- (7) agreeing to participate in all three state law enforcement mobilizations;
- (8) demonstrating willingness to coordinate safety strategies, programs and funds;
- (9) demonstrating willingness and ability to commit local funding and other match; and to sustain the effort without Highway Safety funds;
- (10) with a plan to evaluate the effectiveness of coalition-supported activities; and
- (11) with a history of using Highway Safety funds effectively as seed money to develop continuing programs.

Smaller communities may be eligible if they demonstrate problems of unusual scope or unusual buy-in and effectiveness in past Highway Safety projects.

V. ACTIVITIES and ESTIMATED FUNDING by STRATEGY

Community Outreach and Activities

STRATEGY -- ADMINISTRATION

Activity: 04-10-01-CP PROGRAM MANAGEMENT and REGIONAL OUTREACH

Problem: Need to market highway safety and disseminate the latest information to advocates and communities, and to empower them to act either independently or working with BOTS. Behavior change requires statewide traffic safety advocacy, dissemination of information, assistance in community organization, project writing, monitor local program and fiscal activity, statutorily required attendance at CTSCs and attend other local meetings.

Objective: 1. BOTS presence at all County Traffic Safety Commission meetings

2. Encourage project activity in high K-A communities, assist them in writing quality grant applications, and monitor project activity, expenditures and equipment use.
3. Empower communities to act independently and to develop new programs or encourage long-term safety advocates to maintain their commitment.

Resources: \$375,000 for 5.0 FTE, travel, training, fleet, DP, M&S.

Self-sufficiency: Increasing use of electronic means of communication, increasing sophistication and empowerment of advocates and communities.

Evaluation: Administrative. Compare program objectives and planned activities with accomplishments and comment on reasons for success or lack thereof. Quarterly and final reviews and Annual report. Contact reports, project monitoring reports, Inventory updates. CTSC minutes, and number of Safe Community coalitions developed.

STRATEGY -- EMPOWERMENT – Community Programs

Activity: 04-10-04-CP COMMUNITY PROGRAMS - SAFE COMMUNITIES

Problem: Local efforts have been shown to be most effective in changing behavior. Improved local access to and use of information and improved community development skills will produce the empowerment necessary for the sustained efforts required. Coordination of local injury data and resources is a first step in a strategic process of producing safer communities. 17 coalitions in place in 1999.

Objective:

1. To Form 25 Safe Communities (Injury Control) Coalitions in WI by 2005. To provide materials, training, grants, other support for the development of local coalitions, and other technical assistance as requested.
2. To assist in promotion of self-sufficiency of existing coalitions.
3. To study the effectiveness of Safe Community Coalitions in changing community knowledge, attitudes, behaviors at the individual level and at the political/institutional level.

Resources: \$500,000. \$450,000 for grants to communities, materials development, training support. \$50,000 for effectiveness study to be performed by outside evaluator.

Self-sufficiency: Empowered communities will know how to plan and to use data, and will thus request BOTS resources only for those priority needs that cannot be supported from local or other funds.

Evaluation: Administrative – description of coalition and its activities. Impact – local surveys of KAB pre/post activities; outcome –3-year average change in crashes, injuries and deaths.

Activity: 03-08-02-RS SAFE COMMUNITY SAFETY-CONSCIOUS PLANNING PROJECTS

Problem: Safety needs to be incorporated into the Transportation Planning process. Communities often recognize roadway safety improvements that can be implemented locally. Working with local engineers/planners, community efforts should include or be associated with local traffic calming efforts. Communities receiving these Safe Community funds will be strongly encouraged to attend traffic calming training and will be required to share their experience with other similarly situated communities. Safety in school zones is a perceived problem by parents and school officials. Schools and school districts need to review the safety of school zones thoroughly before investing time and energy in proposing expensive solutions to imagined problems. NOTE: PS funds not used for the activities specified in that program may be reprogrammed to safety-conscious planning, and multi-modal safety scanning activities.

Objectives:	At least five communities will undertake safety planning/engineering for at-risk populations or at-risk locations such as older pedestrians or children in school zones by implementing such activities as a study of travel zones, a safe route to school effort, pedestrian road show or other study, or plan a traffic calming or other roadway safety improvement project based upon these community-led scanning and planning activities.
Activities:	Communities may undertake community-wide safe transportation planning, school zone safety studies, safe route to school projects or some other approach to traffic safety designed by a collaborating group including school staff, advocates for the elderly, planners and other interested community members as appropriate for the community and project.
Resources:	\$15,000. \$3,000 x 5 communities for evaluation, investigation, and planning and may be used for low-cost (i.e. less than \$3,000) interventions, with a 50% hard match required.
Self-sufficiency:	The required 50/50 soft match will promote community involvement in the effort and should enhance self-sufficiency. Communities will be eligible for only one school zone safety project during the ten years (2002-2012).

General Safety Outreach and Communications

STRATEGY -- EDUCATION – Public Information & Education

Activity:	04-10-02-CP COMMUNICATIONS COORDINATOR/PROGRAM MANAGER.
Problem:	Need to coordinate media contacts, development of public relations campaigns, marketing of BOTS mission and resources, development of safety marketing strategies, management of meetings and conferences.
Objective:	Write speeches, maintain communication about breaking issues, assist Program Managers with marketing campaign and materials development, produce/support BOTS outreach materials, organize Governor's Conference and other meetings, as required to: <ol style="list-style-type: none"> 1. Assist in the development of new marketing campaigns and educational materials. 2. Coordinate media contacts within WisDOT and provide speech writing assistance. 3. Coordinate marketing of BOTS via appropriate media. 4. Organize conferences, and meetings of Task Forces and other groups. 5. Assure evaluation built in to all PI&E efforts. 6. Develop and distribute pattern news releases to local partners.
Resources:	\$60,000 for 1.0 FTE, travel, training, DP, M&S
Self-sufficiency:	None.
Evaluation:	Administrative. PI&E Plan. Compare program objectives and planned activities with accomplishments and comment on reasons for success or lack thereof. Quarterly and final reviews and Annual report.

Activity:	04-10-02-CP PI&E - GENERAL (Community-Focused and Non-program-related Campaigns and Media Outreach)
Problem:	Informal surveys indicate general public is unaware of nature and extent of traffic safety problem, unaware of existence of BOTS and TSCs, and believe traffic "accidents" are normal part of living. Some traffic safety public relations efforts do not fit squarely within a Priority Program area. BOTS function as coordinator of state highway safety programs requires means of communicating changes in laws and programs, the latest information about a wide variety of topics. This requires timely multi-media offerings.

Objective: 1. Develop general outreach materials.
2. Develop, duplicate and distribute non activity-specific print and AV materials.
3. Support BOTS displays at state and local fairs, professional, commercial and advocacy meetings.
4. Develop speakers' bureaus of volunteers and BOTS staff to perform outreach function.

Resources: \$40,000 for contracts for materials and newsletter development, programming, duplication, printing and distribution.

Self-sufficiency: BOTS web site and in-house maintenance, and development of volunteer speakers bureaus should decrease cost of outreach activities.

Evaluation: Baseline surveys of KAB, on-site surveys regarding nature and content of materials, post-surveys of KAB. B/C

Activity: 04-10-02-CP TRAFFIC SAFETY REPORTER and OUTREACH

Problem: Outreach to safety professionals and advocacy groups necessary to keep them informed and motivated to work locally and in state-level organizations on traffic safety issues.

Objective: 1. To produce, print and distribute six issues of the Traffic Safety Reporter.
2. To coordinate the development of the safety portion of the WisDOT Internet site.
3. To provide support services & maintain WHSP Web-site

Resources \$35,000 for wages, travel, DP, M&S, mailing.

Self-sufficiency: Maintain web site (20,000 hits per year) and maintain web site calendar of traffic safety events.

Evaluation: Conference evaluations only.

Activity: 04-10-03-CP GOVERNOR'S HIGHWAY SAFETY CONFERENCE

Problem: Outreach to safety professionals and advocacy groups necessary to keep them informed and motivated to work locally and in state-level organizations on traffic safety issues.

Objective: To conduct one 2-day Governor's Conference on Highway Safety for 300 volunteers and safety professionals.

Resources \$20,000 for travel, subsistence, fees, M&S, contractual services.

Self-sufficiency: Attendees pay own registration fee and lodging costs

Evaluation: Conference evaluations only.

Activity: 03-10-03-CP VOLUNTEER ACTIVITIES -- Wisconsin Association of Wo/Men Highway Safety Leaders (WAWHSL)

Problem: Outreach to safety professionals and advocacy groups is necessary to keep them informed and motivated to work locally and in state-level organizations on traffic safety issues.

Objective: 1. To conduct one 2-day training workshop for the for 50-100 WAWHSL volunteers.
2. To fund state WAWHSL conference and delegate travel to NAWHSL and Board of Directors meetings.

Resources: \$13,000 (\$9,000 for WAWHSL support and \$4,000 for WAWHSL conference) for travel, subsistence, fees, M&S, contractual services.

Self-sufficiency: None.

Evaluation: Administrative: Level of highway safety activity. Conference evaluations.

State of Wisconsin Large Truck Safety

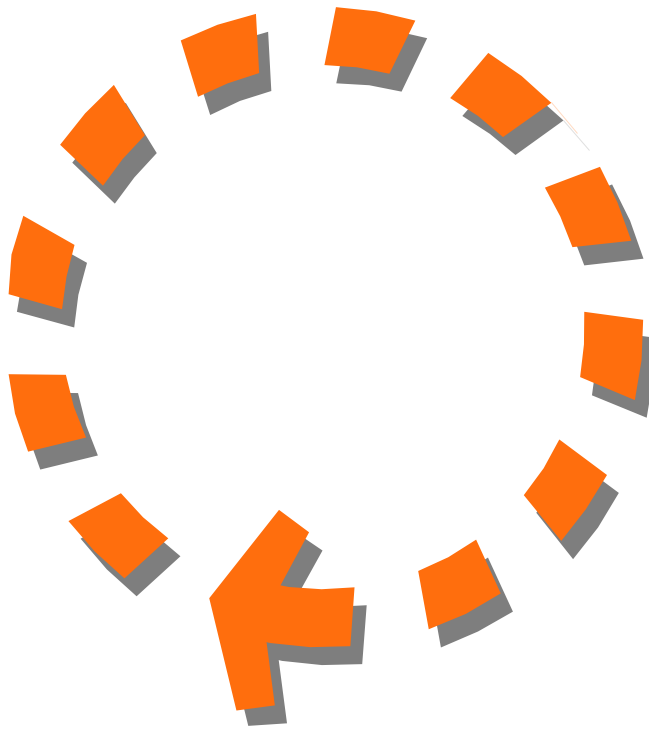
2004



MCSAP

2004 Commercial Vehicle Safety Plan

“...advancing highway safety and national security through optimized use of resources...”



Wisconsin Department of Transportation
Division of State Patrol

The Motor Carrier Safety Assistance Program (MCSAP) is a national program implemented to reduce the number and severity of commercial vehicle crashes. Every effort is made within the Commercial Vehicle Safety Plans (CVSP) of States throughout the country to address areas that reduce crashes and promote highway and truck safety.

The following summary gives a perspective of the impact of large truck crashes nationwide; it is excerpted from NHTSA's *Traffic Safety Facts 2001* facts sheet and related data.

Large Truck Crashes – National Overview

The following highlights FMCSA's (Federal Motor Carrier Safety Administration) 2001 (most current national data) large truck crash data as conducted by their analysis division.

- One out of eight traffic fatalities resulted from a collision involving a large truck.
- 429,000 large trucks (gross vehicle weight rating greater than 10,000 pounds) were involved in traffic crashes in the U.S. with 4,793 of those being fatal crashes.
- 12% or 5,082 people died in crashes involving a large truck and 131,000 people were injured.
- Of the fatalities that resulted from crashes involving large trucks, 78% were occupants of another vehicle, 9% were non-occupants, and 14% were occupants of a large truck.
- Of the injuries that resulted from crashes involving large trucks, 75% were occupants of another vehicle, 2% were non-occupants, and 23% were occupants of a large truck.
- From 1991 to 2001, the number of large trucks involved in fatal crashes increased from 4,347 to 4,793 (10% increase). The number of large trucks in fatal crashes per 100 million VMT's, however, declined by 21%.
- From 1991 to 2001, the number of large trucks involved in injury crashes per 100 million VMT's declined 17%.

Vehicles

- Large trucks drove 7% of all VMT's and made up 3% of all registered vehicles in the United States. In motor vehicle crashes, large trucks represent:
 - 8% of vehicles in fatal crashes.
 - 2% of vehicles in injury crashes.
 - 4% of vehicles in property-damage-only crashes.

- Truck tractors pulling semi-trailers accounted for 62% of the trucks involved in fatal crashes and more than 50% of the trucks involved in non-fatal crashes.
- Doubles (truck tractors pulling a semi-trailer and a full trailer) were only 3% of trucks involved in both fatal and non-fatal crashes, and triples (tractors pulling three trailers) accounted for less than .5% of all trucks involved.
- 4% of trucks involved in fatal crashes and 2% of trucks involved in non-fatal crashes were carrying hazardous materials (HM). HM was released from the cargo compartment in about 1/6th of these crashes.
- Large trucks were much more likely to be involved in a fatal multiple-vehicle crash – as opposed to a fatal single-vehicle crash – than were passenger vehicles (83% of all large trucks involved in fatal crashes, compared with 62% of all passenger vehicles).
- In 32% of the two-vehicle fatal crashes involving a large truck and another type of vehicle, both vehicles were impacted in the front. The truck was struck in the rear nearly twice as often as the other vehicle (16% and 7%, respectively.)
- In 50% of two-vehicle fatal crashes involving a large truck and another type of vehicle, both vehicles were proceeding straight at the time of the crash. In 10% of the crashes, the other vehicle was turning. In 9%, either the truck or the other vehicle was negotiating a curve. In 7%, either the truck or the other vehicle was stopped or parked in a traffic lane (6% and 1%, respectively).

Drivers

- 1% of drivers of large trucks were legally intoxicated (blood content .08 or greater) in fatal crashes compared with 23% of passenger car or light truck drivers. Only 2% of drivers of large trucks involved in fatal crashes had any alcohol in their bloodstream.
- 74% of drivers of large trucks involved in fatal crashes were reported to be wearing their safety belts.
- In fatal crashes involving large trucks, crash-related factors were cited for 37% of the truck drivers compared to 65% for passenger vehicle drivers. Some of the most common crash factors cited for drivers of large trucks and passenger vehicles were the same: driving too fast, running off the road or out of the traffic lane, or failure to yield the right of way.
- Almost 30% of all large truck drivers involved in fatal crashes had at least one prior speeding conviction, compared to 20% of the passenger car drivers involved in fatal crashes.

Crash Environment

- Speeding or driving too fast for conditions was a factor in 21% of fatal crashes involving a large truck and 30% for all reported fatal crashes.
- No adverse weather conditions were reported for 86% of fatal crashes or 88% of non-fatal crashes. When listed, rain was the most common weather condition.
- 68% of fatal crashes and 80% of non-fatal crashes involving large trucks occurred during the day.
- 85% of fatal, and 88% of non-fatal crashes involving large trucks occurred Monday through Friday.
- In 77% of fatal, and 71% of non-fatal crashes involving large trucks, the first harmful event was a collision with another vehicle in transport.
- Rollover was reported as the first harmful event for 4% of fatal crashes and 3% of non-fatal crashes involving large trucks.
- 22% of fatal crashes that took place in work zones involved a large truck.
- Most of the fatal crashes involving a large truck occurred in rural areas (67%), during the daytime (69%), and on weekdays (80%). During the week, 76% occurred between 6:00 AM and 5:59 PM. On weekends, 59% occurred at night between 6:00 PM and 5:59 AM.

A report released on July 17, 2003 from the Federal Motor Carrier Safety Administration (FMCSA) said that 2002 set a safety record for the trucking industry. Large truck-related fatalities were at their lowest since the first recorded statistics in 1975. 2002 truck-related fatalities decreased 4.2% from 2001 figures. The total number of people killed in truck crashes was 4,897, compared with 5,111 people in 2001. Nationwide, 2002 is the fifth consecutive year for decreases in both the large truck fatality rate and fatalities in large truck-related crashes.

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Appendix

Trans Rules

49 CFR Part 350

The Commercial Vehicle Safety Plan (CVSP) is a requirement of MCSAP funding under Part 350 of the Code of Federal Regulations. It outlines Wisconsin's commercial vehicle (CV) safety objectives, strategies, activities, and performance measures. The following is a summary of those parts applicable to Wisconsin's Plan.

49 CFR Part 350.101 defines MCSAP. "The MCSAP is a Federal grant program that provides financial assistance to States to reduce the number and severity of accidents and hazardous materials incidents involving CV's. The goal of the MCSAP is to reduce CV-involved accidents, fatalities, and injuries through consistent, uniform, and effective CV safety programs...."

Part 350.103 ensures that the Federal Motor Carrier Safety Administration (FMCSA), States, and other jurisdictions work together to improve motor carrier, CV, and driver safety.

Part 350.105 lists applicable definitions, including the following:

- *Commercial motor vehicle* is a vehicle that has any of these characteristics:
 - Has a gross vehicle weight or gross vehicle weight rating of, or gross combination weight rating of 10,001 pounds or more
 - Designed or used to transport 16 or more passengers, including the driver
 - Used in the transportation of hazardous materials and is required to be placarded
- *Large truck* is a truck over 10,000 pounds gross vehicle weight rating including single unit trucks and truck tractors (FARS definition).

Part 350.107 defines the jurisdictions eligible for MCSAP funding: they include all of the States, the District of Columbia, the Commonwealth of Puerto Rico, the Commonwealth of the Northern Mariana Islands, American Samoa, Guam, and the Virgin Islands.

Part 350.109 lists the 5 national program elements that are required for program funding:

- Driver/vehicle inspections
- Traffic enforcement
- Compliance Reviews
- Public education and awareness
- Data collection

Part 350.111 defines "traffic enforcement". Traffic enforcement includes stopping CV's operating on highways, streets, or roads for violations of State or local motor vehicle or traffic laws such as speeding, following too closely, reckless driving, or improper lane change. To be eligible for MCSAP funding, traffic enforcement must include an appropriate North American standard inspection.

Part 350.201 states the 22 conditions that the state must meet to qualify for funding. They are:

1. Assume responsibility for improving motor carrier safety and adopting and enforcing State safety laws and applicable regulations that are compatible with the FMCSR's and HMR's.

2. Implement a performance-based program by FY 2000 and submit a CVSP that will serve as a basis for monitoring and evaluation.
3. Designate the lead State agency responsible for implementing the CVSP.
4. Ensure that only agencies having legal authority to enforce FMCSR's and HMR's perform the functions in accordance with the approved CVSP.
5. Allocate adequate funds for the administration of the CVSP.
6. Maintain the aggregate expenditure of funds at a level at least equal to the average expenditure for Federal or State fiscal years 1997, 1998, and 1999.
7. Provide legal authority for a right of entry and inspection adequate to carry out the CVSP.
8. Prepare and submit to FMCSA all requested reports required in connection with the CVSP or other conditions of the grant.
9. Use the reporting standards and forms required by the FMCSA to record work activities performed under the CVSP.
10. Require registrants of CV's to declare, at the time of registration, their knowledge of applicable FMCSR's, HMR's, or compatible State laws or regulations.
11. Grant reciprocity for inspections conducted under the North American Standard Inspection through the use of a nationally accepted system that allows ready identification of previously inspected CV's.
12. Conduct CV size and weight enforcement activities funded under this program only to the extent those activities do not diminish the effectiveness of other CV safety enforcement programs.
13. Coordinate the CVSP, data collection, and information systems with State highway safety programs.
14. Ensure participation in SAFETYNET and other information systems.
15. Ensure information is exchanged with other states in a timely manner.
16. Emphasize and improve enforcement of State and local traffic laws and regulations related to CV safety.
17. Promote activities in support of the national program elements listed in Part 350.109.
18. Enforce requirements relating to the licensing of CV drivers.
19. Require the proper and timely correction of all CV safety violations noted during inspections carried out with MCSAP funds
20. Enforce registration requirements and financial responsibilities.
21. Adopt and maintain consistent, effective, and reasonable sanctions for violations noted during MCSAP inspections.
22. Ensure that MCSAP agencies have policies stating that roadside inspections will be conducted at safe locations.

Part 350.205 describes how and when a State applies for MCSAP funding. A State is required to submit the State's CVSP to the Motor Carrier State Director, FMCSA, on or before August 1 of each year.

Part 350.207 discusses the response a State receives to its CVSP submission. FMCSA will notify the State in writing within 30 days of receipt of the CVSP whether the Plan is approved or withheld.

Part 350.209 describes how a State demonstrates that it satisfies the conditions for Basic Program funding. The State must execute a State Certification and submit it with the CVSP, supplementing it with any pertinent State law, regulation, or form adopted since the State's last certification.

Part 350.211 specifies the format of the certification required by Part 350.209.

Part 350.213 outlines what the State's annual CVSP must include. The State's CVSP must reflect a performance-based program, and contain the following eighteen items:

- a) A general overview section that includes:
 1. State agency goal or mission.
 2. Program summary of the effectiveness of the prior years' activities in reducing CMV accidents, injuries and fatalities, and improving driver and motor carrier safety performance. The summary must show trends supported by safety and program performance data collected over several years. It must identify safety or performance problems in the State and those problems must be addressed in the new or modified CVSP.
- b) A brief narrative describing how the State program addresses the national program elements even if there are no planned activities in a program area. It must include a description of how the State supports the following activities:
 1. Activities aimed at removing impaired CV drivers from the highways and insuring ready access to alcohol detection and measurement equipment.
 2. Activities aimed at providing an appropriate level of training to MCSAP personnel to recognize drivers impaired by alcohol or controlled substances.
 3. Interdiction activities affecting the transportation of controlled substances by CV drivers and training on appropriate strategies for carrying out those interdiction activities.
 4. Activities to enforce registration requirements and financial responsibilities.
- c) A problem statement for each objective, supported by data or other information. The CVSP must identify the source of the data and who is responsible for its collection, maintenance, and analysis.
- d) Performance objectives, stated in quantifiable terms, to be achieved through the CVSP. Objectives must include a measurable reduction in highway crashes or HM incidents. The objectives may also include documented improvements in other program areas such as legislative or regulatory authority, enforcement results, or resource allocations.
- e) Strategies to be employed to achieve performance objectives. They may include education, enforcement, legislation, use of technology and improvements to safety infrastructure.
- f) Specific, eligible activities intended to achieve the stated strategies and objectives.

- g) Specific quantifiable performance measures that the State can use in monitoring the progress of its program and preparing an annual evaluation.
- h) A description of the State's method for ongoing monitoring of the progress of the plan. This should include who will conduct the monitoring; the frequency with which it will be carried out, and how and to whom reports will be made.
- i) An objective evaluation that discusses the progress towards individual objectives listed in the previous year's CVSP and identifies any safety or performance problems discovered. States will identify those problems as new objectives or make modifications to existing objectives.
- j) A budget which supports the CVSP describing the expenditures such as personnel and related costs, equipment purchases, printing, information systems costs, and other eligible costs.
- k) The results of the annual review to determine the compatibility of State laws and regulations with the FMCSR's and HMR's.
- l) Copy of any new law or regulation affecting CMV safety enforcement enacted since the last CVSP was submitted.
- m) Executed State Certification (Part 350.211).
- n) Executed MCSAP-1 form.
- o) List of MCSAP contacts.
- p) Annual Certification of Compatibility (Part 350.331).
- q) State Training Plan.

Part 350.215 discusses the consequences if a State fails to perform according to an approved CVSP or fails to meet the conditions.

Part 350.301 discusses the level of effort (MOE) a State must maintain to qualify for MCSAP funding. Wisconsin must maintain the average aggregate expenditure (monies spent during the base period of Federal or State fiscal years 1997, 1998, and 1999) of State funds for motor carrier and highway hazardous materials safety enforcement purposes, in the year to which the grant was sought.

Part 350.303 identifies the State and Federal shares of expenses. Under the MCSAP, FMCSA reimburses up to 80% of an eligible cost and the State, the remaining 20% share. In-kind contributions are acceptable in meeting the State's matching share if they represent eligible costs as established in 49 CFR, Part 18 or agency policy.

Part 350.307 states the length of time MCSAP funds are available to a State. Funds are available for the fiscal year in which they were obligated and the next fiscal year. The State must account for any prior year's unexpended funds in an annual CVSP. Funds must be expended in the order in which they were obligated.

Part 350.309 discusses the activities eligible under MCSAP. Primary activities eligible for reimbursement are: the five national program elements (350.109); sanitary food transportation inspections performed under 49 U.S.C. 5708; and when accompanied by an appropriate NAS inspection and inspection report, portable size/weight enforcement, detection of the unlawful presence of controlled substances, or traffic enforcement.

Part 350.311 discusses items eligible for reimbursement under the MCSAP. Reimbursable items must be necessary, reasonable, allocable, and allowable. They include: personnel expenses including recruitment and screening, training, salaries and fringe benefits, and supervision; equipment and travel expenses including vehicles, uniforms, communications equipment, special inspection equipment, vehicle maintenance, fuel, and oil; indirect expenses for facilities – except fixed facilities, used to conduct inspections or house personnel and equipment to the extent that they are measurable and recurring; expenses related to data acquisition and analysis; clerical and administrative expenses; improvement of real property but not the purchase of property, land, or buildings.

Part 350.313 discusses how MCSAP funds are allocated. Funds are allocated to States as Basic Program Funds or Incentive Funds in accordance with Part 350.327.

Part 350.315 states how Basic Program Funds can be used.

Part 350.317 states how Incentive Funds can be used. These monies are given to States that achieve reduction in CMV-involved fatal accidents, CMV fatal crash rate, or that meet other specified CMV safety performance criteria.

Part 350.323 states the criteria used in allocating the Basic Funds. It is based on four factors (equally weighed at 25%): 1997 Road miles; vehicle miles traveled; population; and special fuel consumption.

Part 350.327 details how a State qualifies for Incentive Funds. Allocations are: 5 shares for reducing the number of large truck-involved fatal accidents; 4 shares for reducing the fatal accident rate; 2 shares for States that upload CMV accident data within FMCSA policy guidelines; 2 shares for States that certify their MCSAP inspection agency has a departmental policy stipulating that CDL's are verified as part of the inspection process through CDLIS, NLETS or the State licensing authority, and 2 shares for States that upload inspection reports within FMCSA policy guidelines. Taking into account the State's Basic Allocation, the total of all shares are divided into the total dollar amount of available Incentive Funds to determine a State's award.

Part 350.331 through Part 350.345 discusses compatibility issues of a State's CMV laws and regulations, tolerance guidelines, and variances.

MCSAP

The **Mission** of the Wisconsin State Patrol is: *To promote highway and public safety and to enhance the quality of life for all Wisconsin citizens and visitors by providing and supporting professional, competent and compassionate law enforcement services.* The **Mission** of the Wisconsin Department of Transportation is to: *Provide leadership in the development and operation of a safe and efficient transportation system.*

Background

Wisconsin is geographically located in the upper Midwest and is bordered by the states of Minnesota and Michigan on the north; Illinois on the South; Lake Michigan on the east; and on the west, by Minnesota and Iowa. It covers 65,504 square miles in total area, making it the 23rd largest state. 54,314 square miles are land areas and 11,190 square miles are covered by water. The highest temperature ever recorded in Wisconsin was 114 degrees in 1936 and the lowest was minus 54 degrees in 1922. The average temperature range is a low of 5.4 degrees to a high of 82.8 degrees.

Wisconsin serves as a “bridge” state between the interstate traffic of Chicago, Illinois and the Twin Cities of Minneapolis and St. Paul using I-90 and I-94. Wisconsin also serves its own heavy intrastate and interstate industrial and agricultural transportation needs.

The Wisconsin MCSAP program is managed within the Wisconsin Department of Transportation’s Division of State Patrol (WSP), which has been the lead agency since 1985. The 1985 MCSAP program began with approximately \$250,000 in federal dollars and \$63,000 in state dollars, and funded 6 enforcement staff. Wisconsin’s MCSAP grew from a basic vehicle and driver inspection program to one that includes: hazardous material inspections, motor coach inspections, carrier audits, eligible traffic enforcement and size/weight activities, post-crash inspections, educational outreach, etc. Wisconsin’s MCSAP has been “performance-based” since 1997.

WSP is the only Wisconsin agency receiving basic MCSAP funds. It funds 31 FTE enforcement field staff, 1 program manager, 1 Safetynet coordinator, 1 Consumer Protection Investigator (CPI) supervisor, 6 civilian CPI’s, 1 CPI/general MCSAP support staff, one sergeant (½ MCSAP duties), and 1 program analyst. In addition, it provides federal dollars to fund 1 CDL third-party auditor in the Division of Motor Vehicles.

The job assignments of enforcement personnel are such that the duties of the 31 MCSAP FTE are divided amongst approximately 117 WSP inspectors. This provides the best opportunity to distribute MCSAP job responsibilities throughout the state. Enforcement staff are managed within seven WSP districts.

Program Summary/Evaluation

Wisconsin conducted 40,688 MCSAP safety inspections in 2002 – 11,000, or 37% more than ever done before. If this experience (Chart 2) is any indication of what to expect, 2003 will be another record year. With the many and varied MCSAP responsibilities, this is a significant accomplishment

(Unless otherwise stated, 2003 data throughout this document is based on 8 months – Oct. through May)

Inspection Facts and Figures

Chart 1

MCSAP Inspections for FFY 1992 through FFY 2002

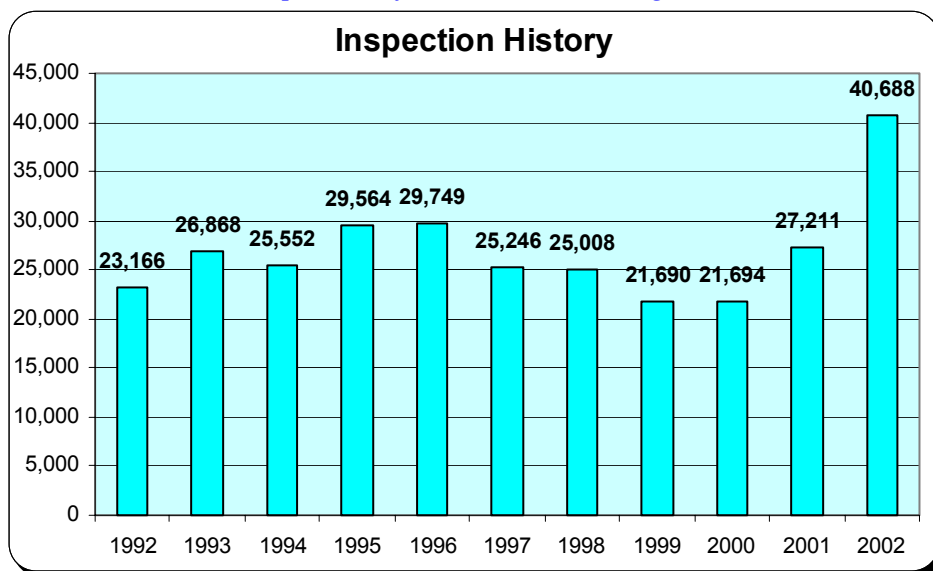


Chart 2

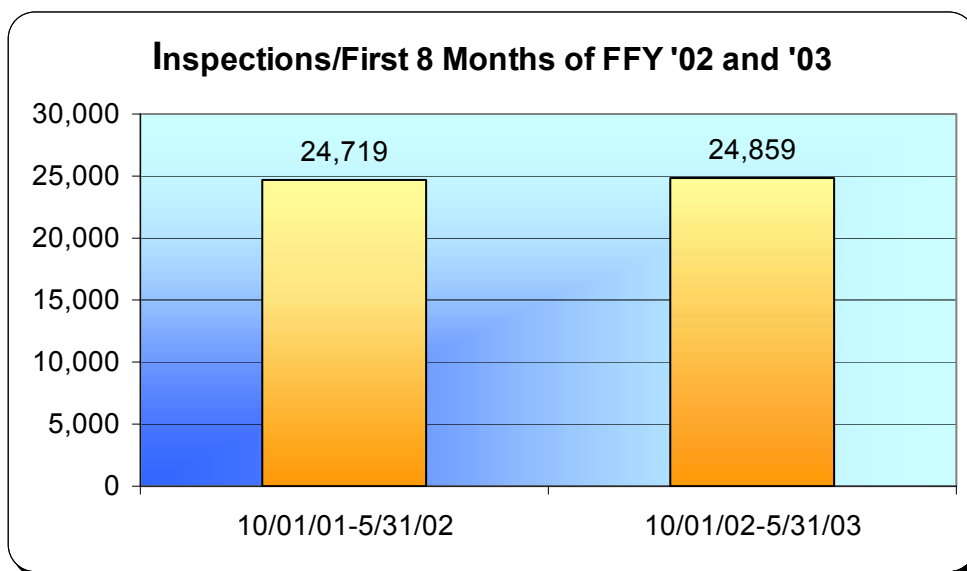


Chart 3

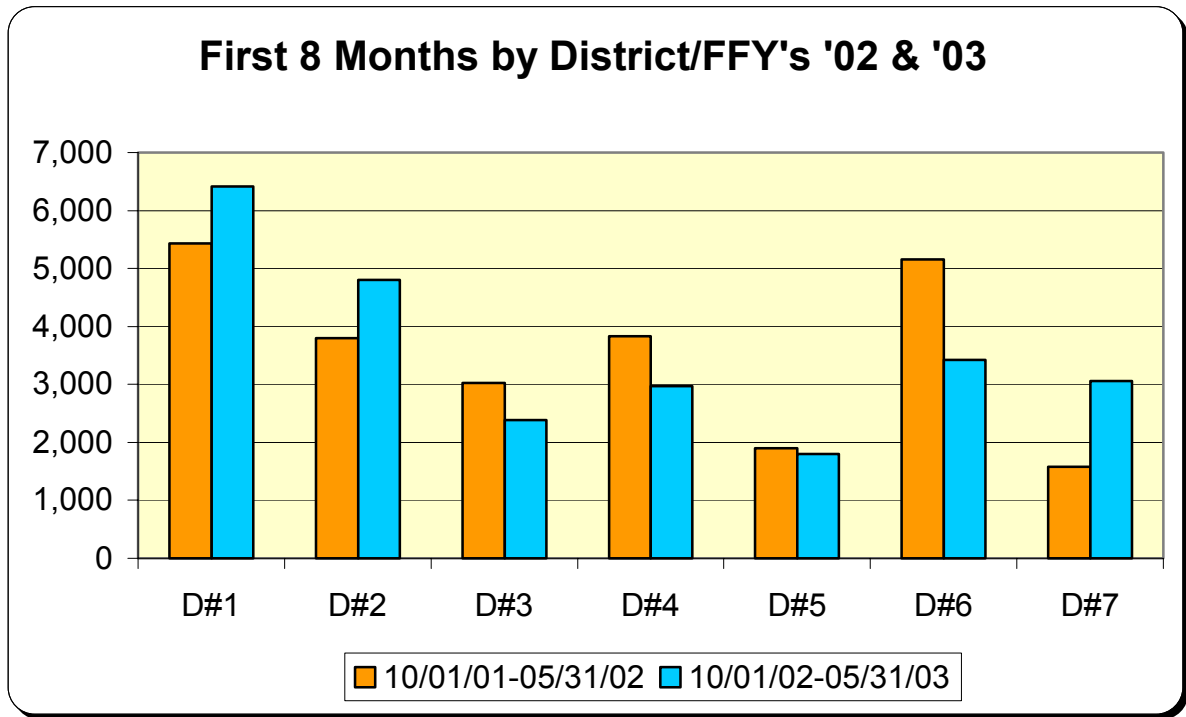


Chart 4 shows that in 1992, 46% of inspections were Level 1; in 1995, 42%; in 1998, 34%; in 2002, 41%, and in FFY 2003, 45%.

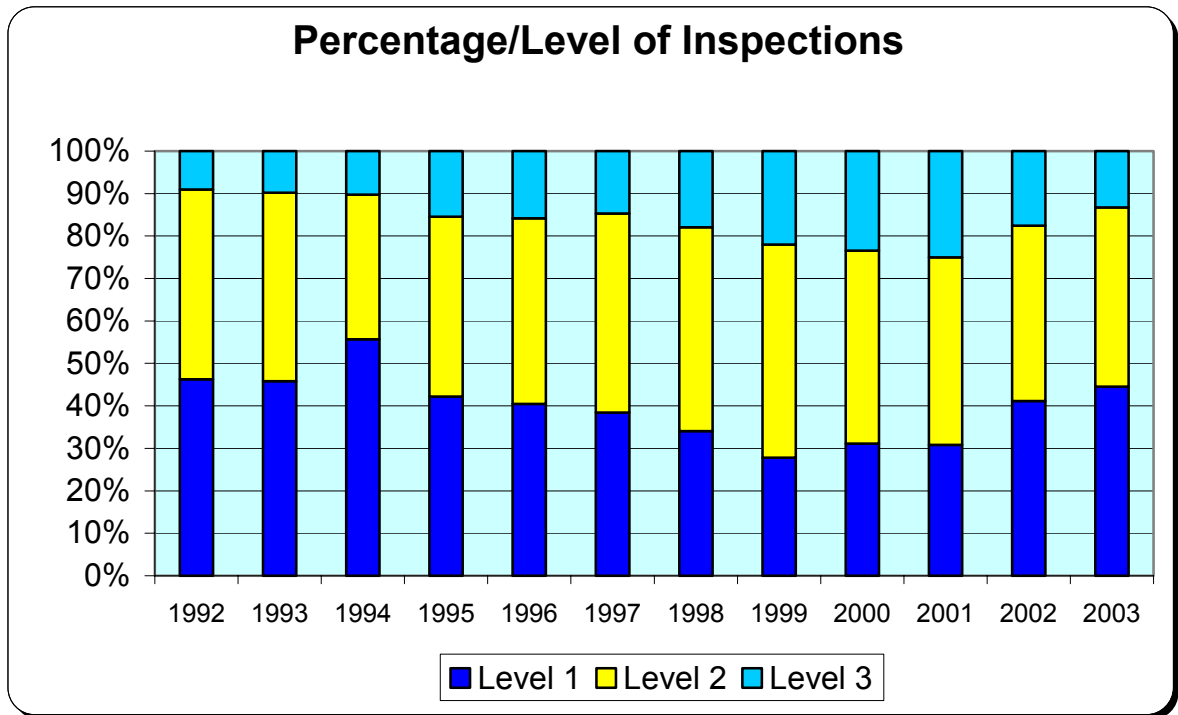


Chart 5

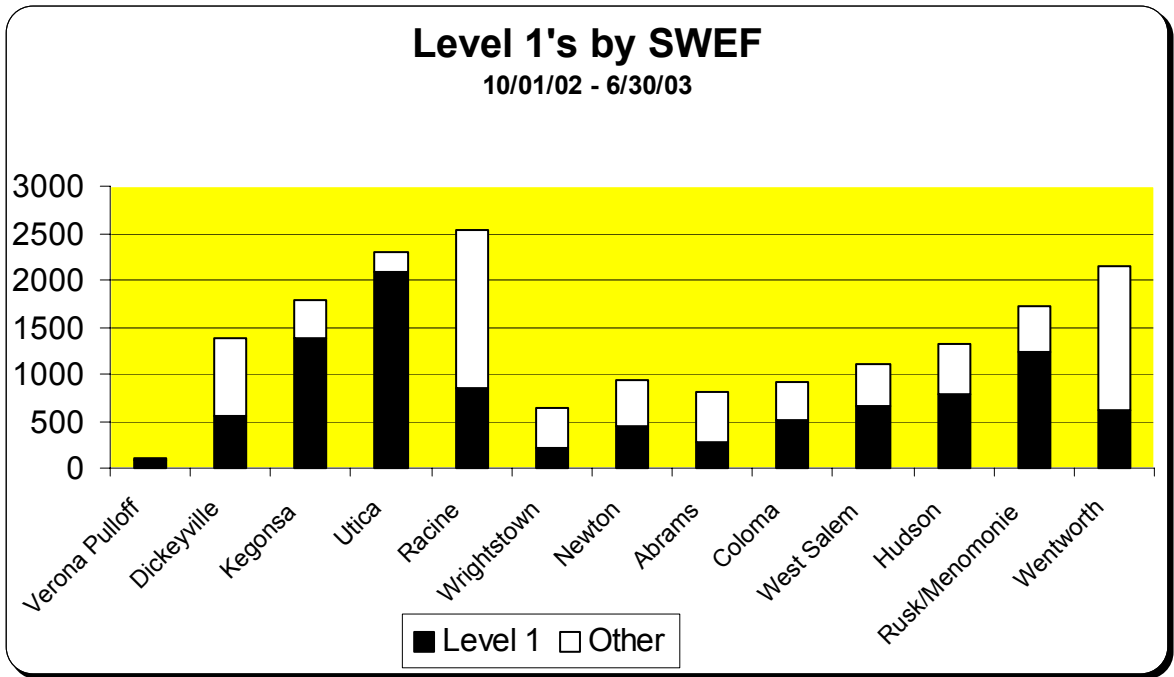


Chart 6

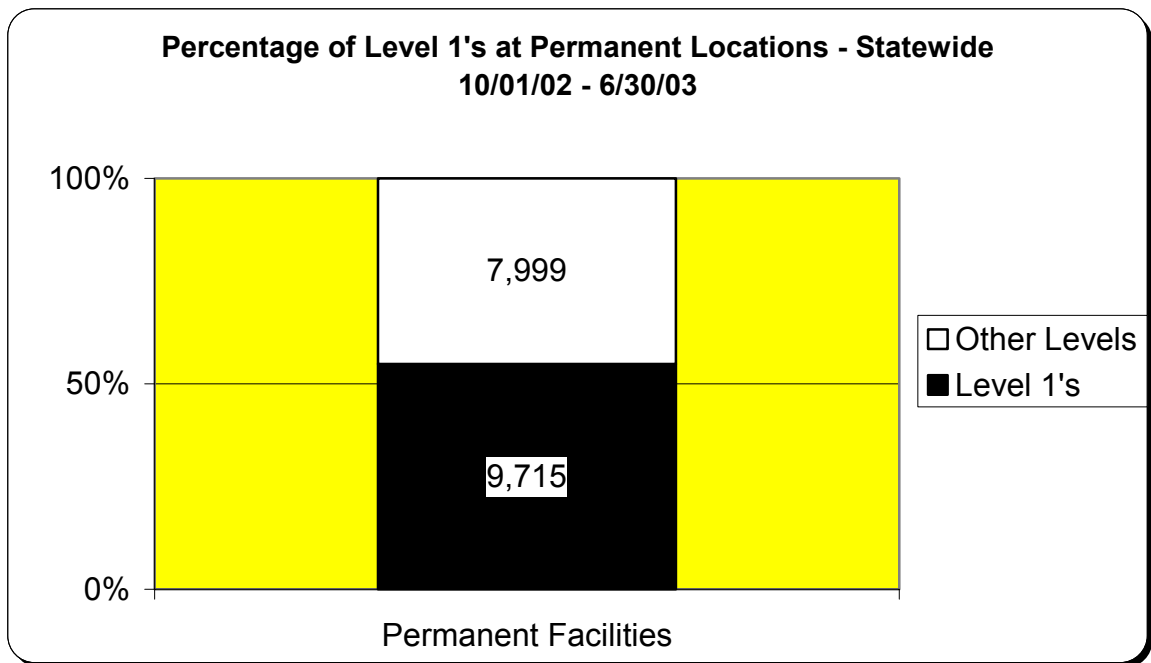


Chart 7

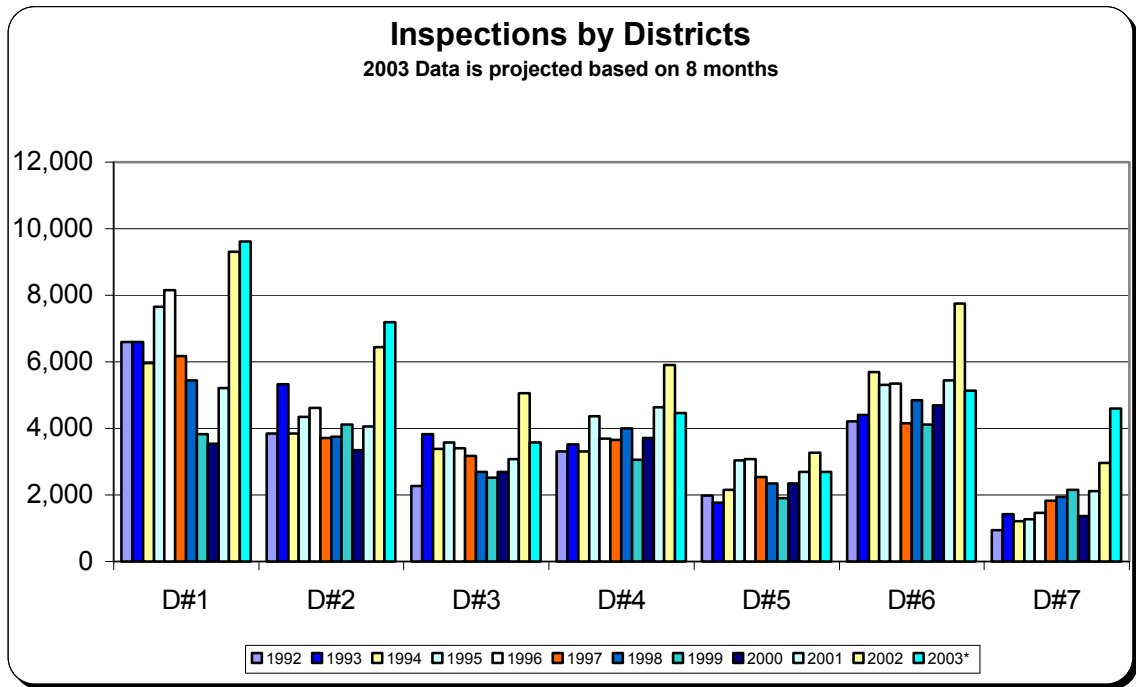


Chart 8

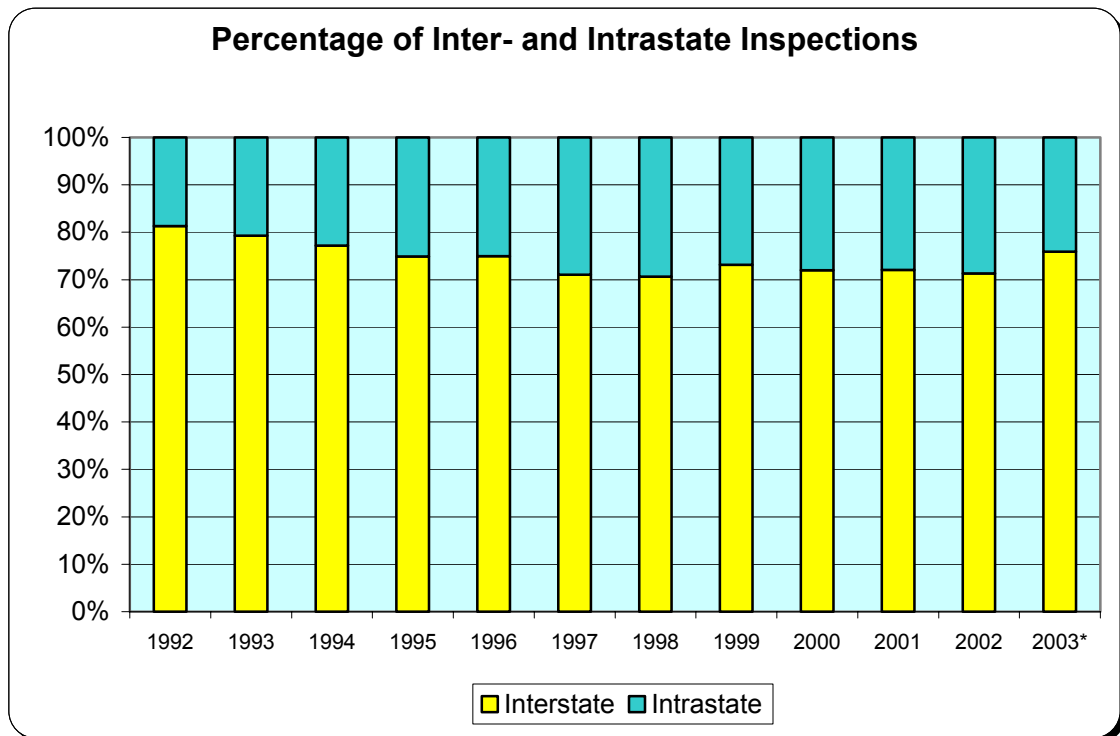


Chart 9 shows inspections by location. The trend towards doing more mobile inspections is due in part to the fact that the number of size/weight enforcement facilities has decreased from 22 to 13 over the past 10 years. In addition, there has been a greater focus on doing mobile inspections due to various emphasis areas like “traffic enforcement”. (Portable locations give the MCSAP officer the opportunity to conduct inspections on drivers and vehicles that are not likely to pass a size/weight enforcement facility.)

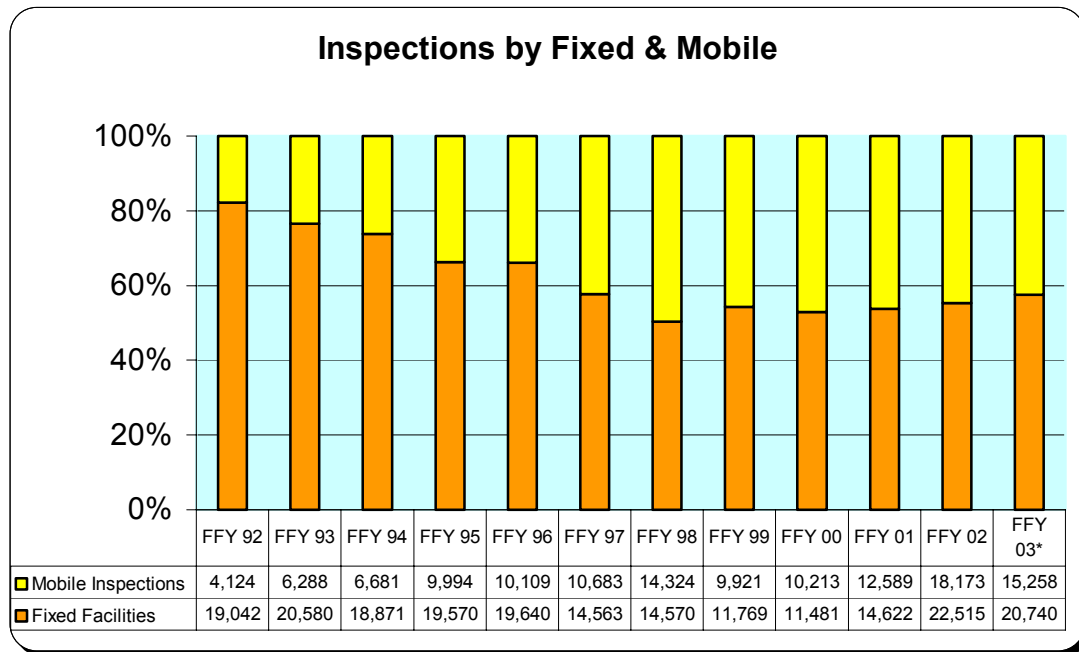


Chart 10

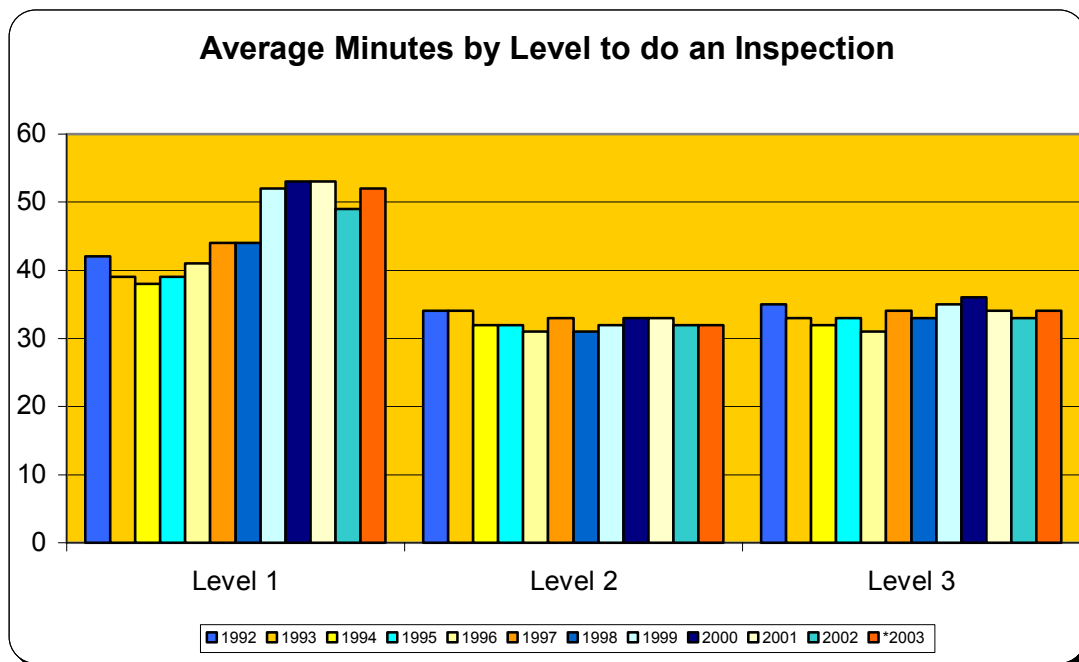


Chart 11

Inspections by Severity – Out-of-Service, not Out-of-Service, or no violations.

Chart 11 shows that the OOS rate was 45% in 1992; 33%, in 1995; 26%, in 1998, and a projected 27% for 2003.

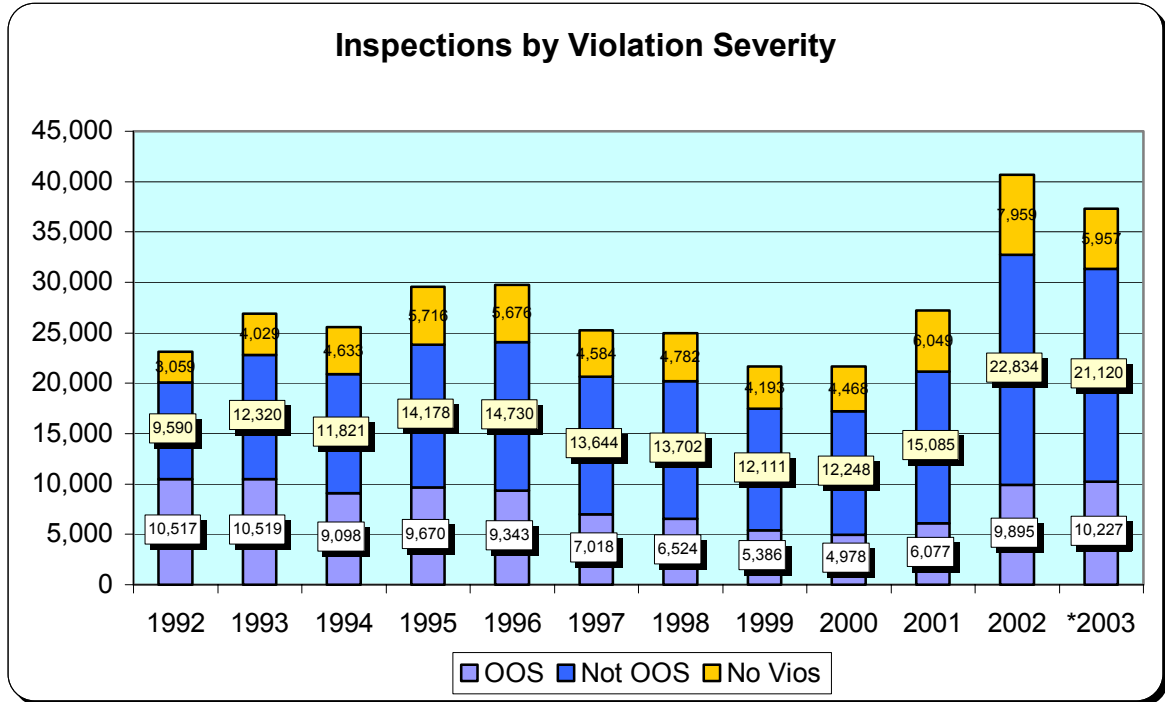


Chart 12

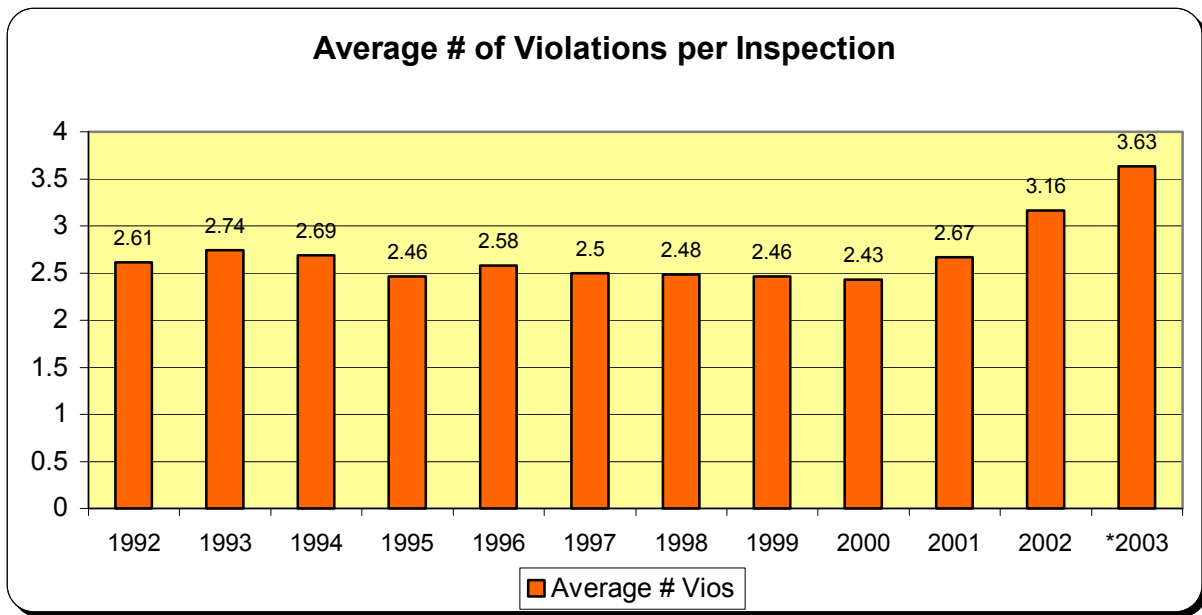
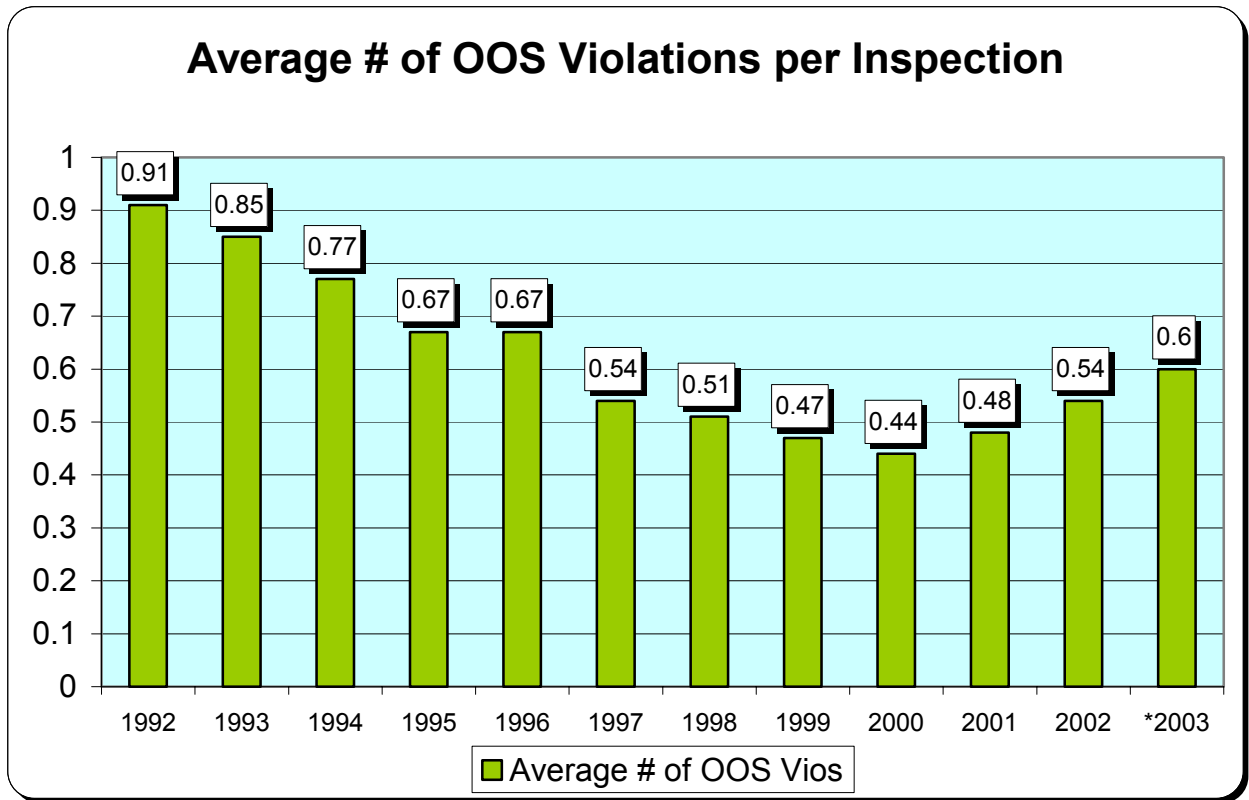


Chart 13



Traffic Enforcement

As of February, 2003, MCSAP traffic enforcement (TE) responsibilities became solely the responsibility of inspectors. This was due to a number of factors including streamlining resources so that staff conduct the type of activities they have *primary* responsibility for.

TE is MCSAP reimbursable if the commercial vehicle is stopped based on a moving violation and a MCSAP inspection is done. The inspection must include the moving violation or reason for the stop. TE violations include, but are not limited to, the following:

<u>TE Safetynet Code</u>	<u>What is it?</u>
392.2	Local Laws/General
392.2S	Speeding
392.2R	Reckless Driving
392.2LC	Improper Lane Change
392.2FC	Following Too Close
392.2C	Failure to Obey Traf Cont
392.2P	Improper Passing
392.2T	Improper Turn
392.2Y	Failure to Yield

Chart 14

Compliance Review Facts and Figures

FMCSA data shows that carriers who have had a compliance review conducted in any given year are less likely (12% reduction in the first year; 8%, in the second; and 4%, the third) to be involved in a crash.

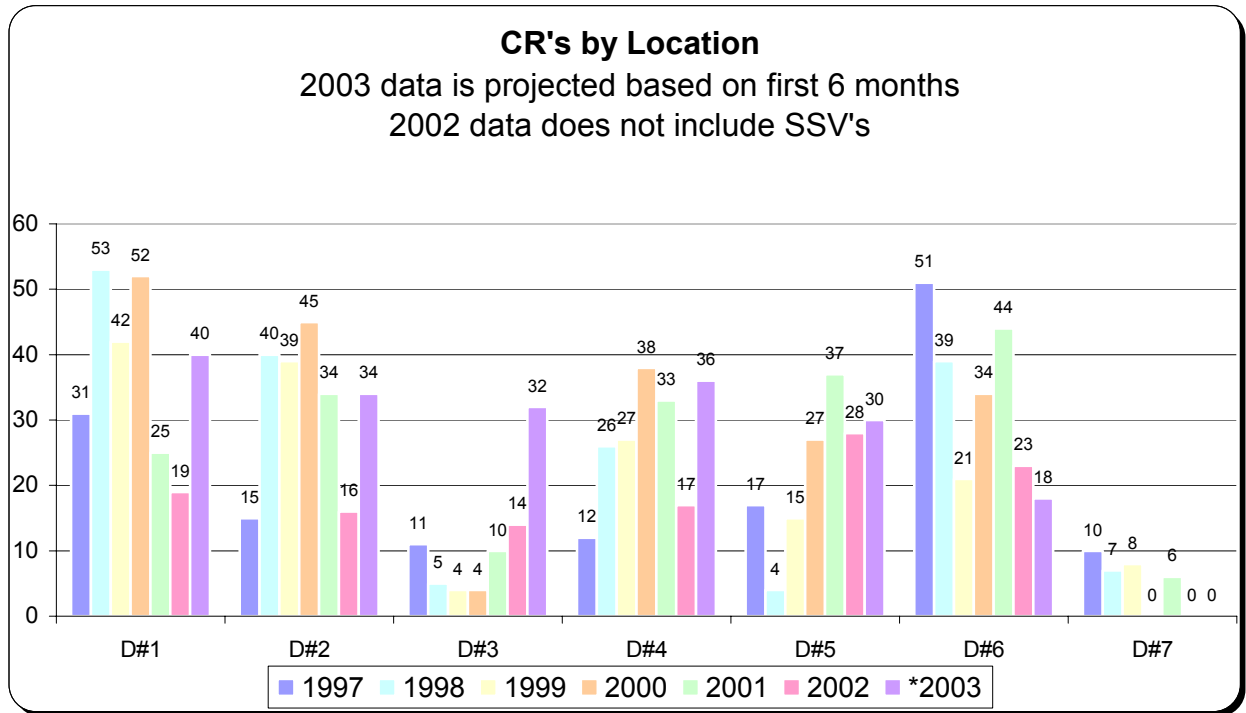
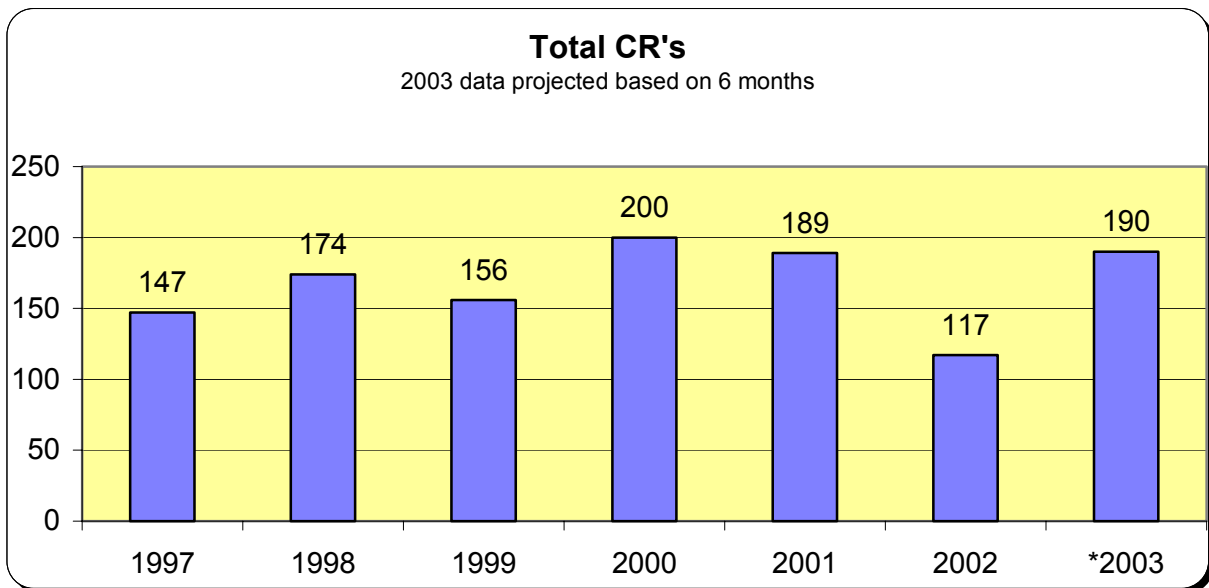
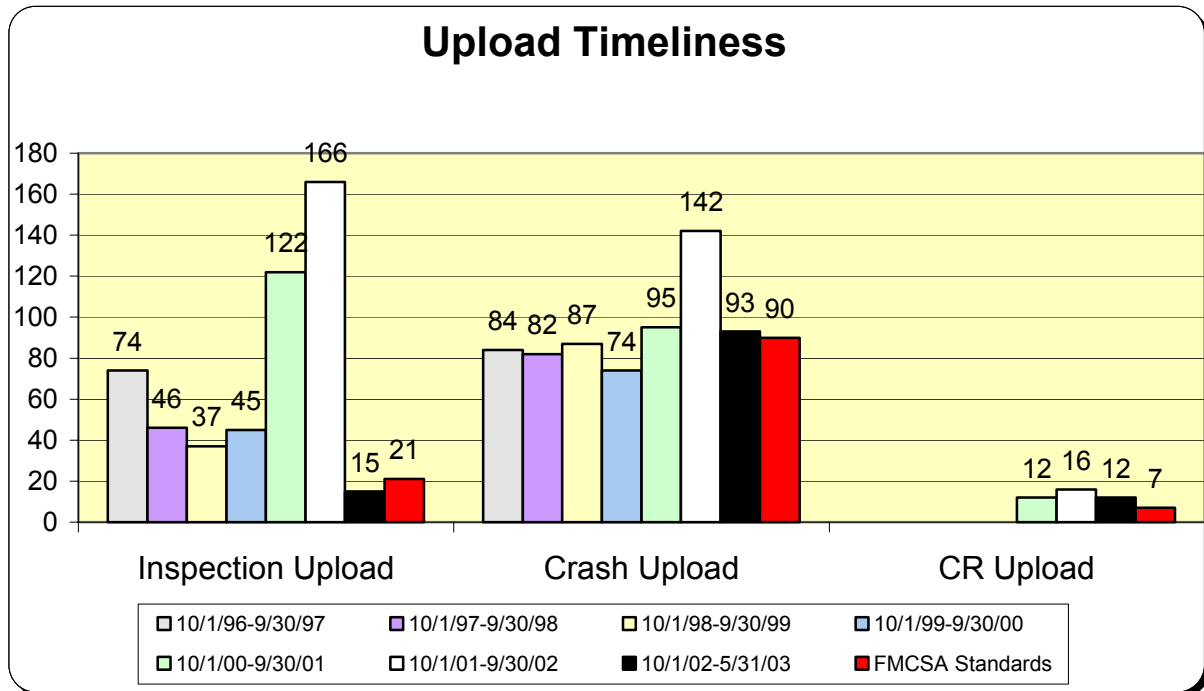


Chart 15



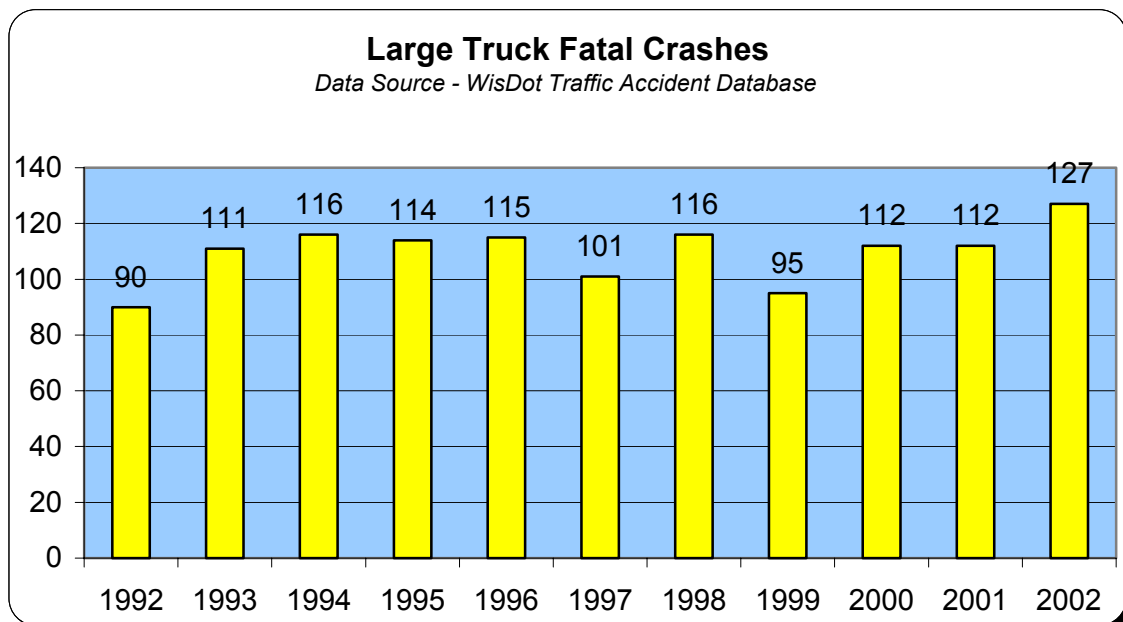
Note. 2002 data - because of the September 11th attack, CR personnel resources were diverted to assist FMCSA in conducting Security Sensitivity Visits (SSV's). Eight inspectors helped complete 672 SSV's that year.

Chart 16



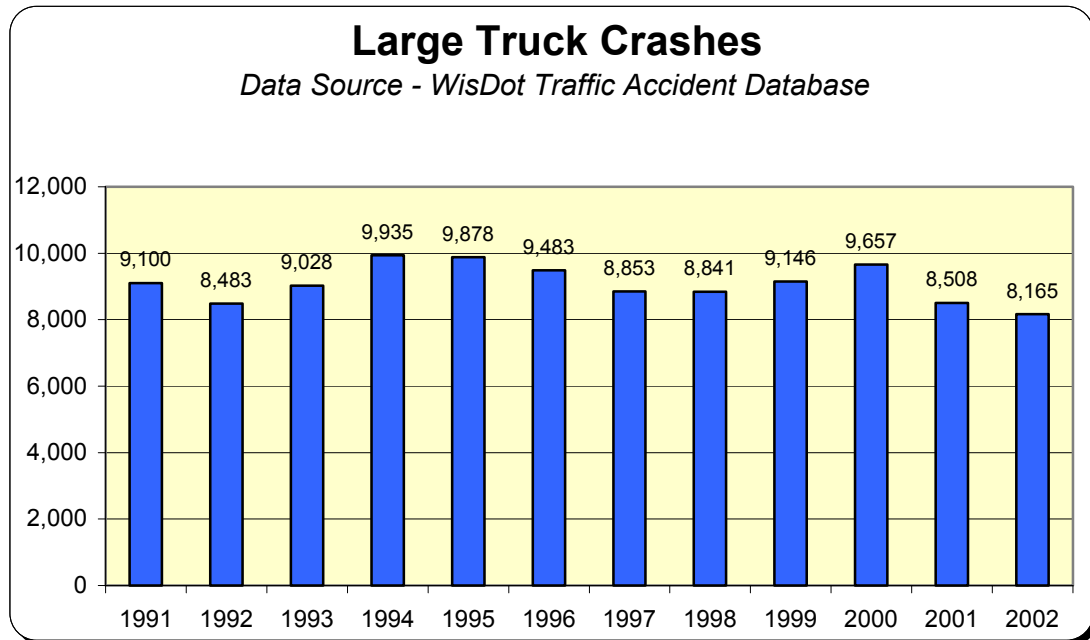
Wisconsin reduced its time to upload inspections – going from 166 days to upload in FFY '02 to 15 days in FFY '03; this is equal to the *national average* and 6 below the *FMCSA Standard*. Crash uploads went down by 49 – 142 to 93; 75 is the *national average* and 90, the *FMCSA Standard*. The upload time for Compliance Reviews went down from 16 days to 12; 13 days is the *national average* and 7 days is the *FMCSA Standard*.

Chart 17



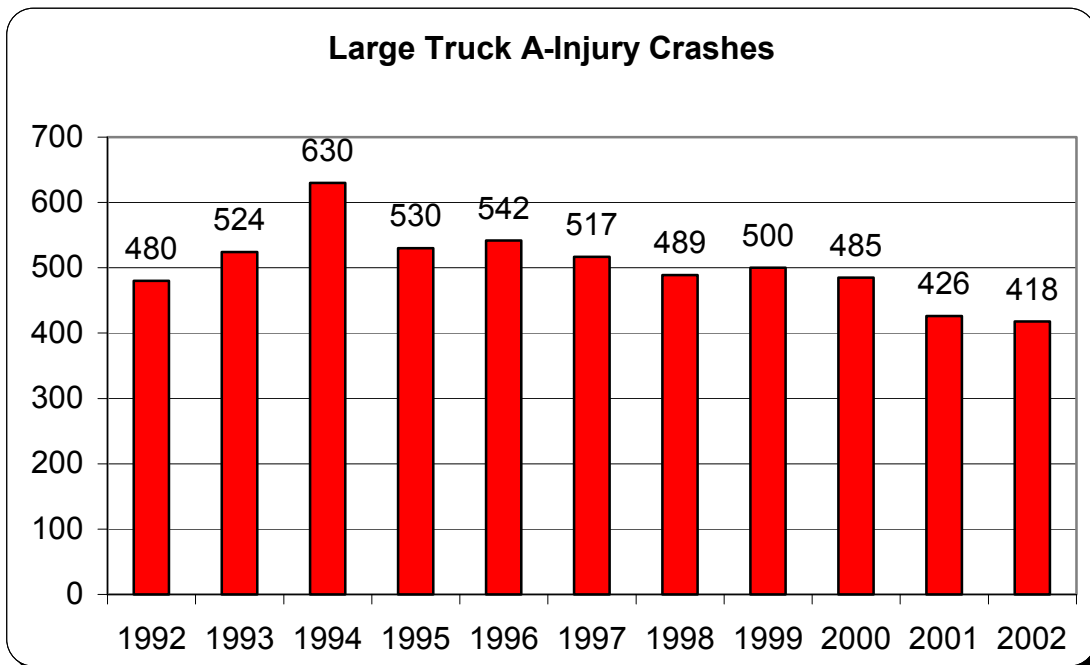
2002 data of "large truck fatal crashes" shows a 13.4% increase from 2001 and an 18.5% increase from the 5-year average.

Chart 18



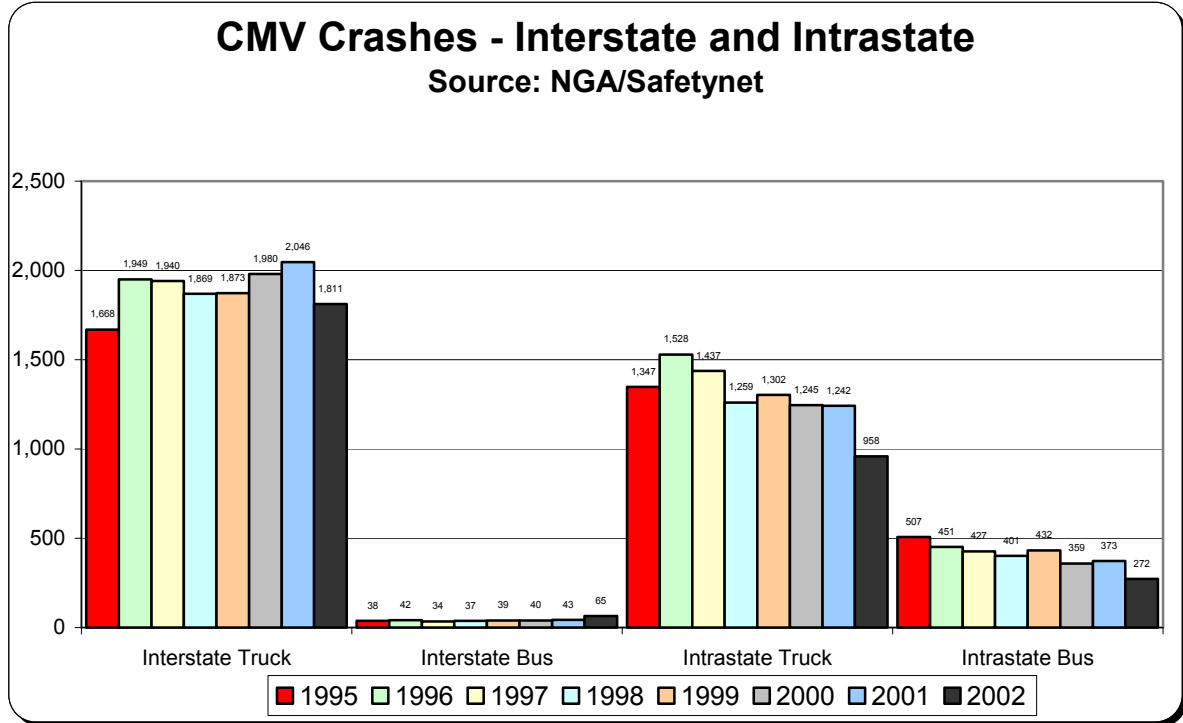
The figures in this chart represent “large truck” as defined for “Wisconsin’s Traffic Crash Facts” book. For these purposes, a “large truck” includes a straight (insert) truck weighing 10,000 pounds or more, and truck tractors not attached, semi-attached, and double-bottoms. Using this definition, Wisconsin’s 2002 “large truck crashes” declined 4% from 2001 and 9.3% over the past 5-year average.

Chart 19



An A-injury is defined as an “incapacitating injury”. This data is taken from the WisDot traffic accident database. There was a 1.9% decrease in A-injury large truck crashes from 2001 to 2002 and an overall 13.5% reduction from the five-year average.

Chart 20



CV Crashes by District and County – CY 2001/2002

D#1

Columbia – 48/47
Dane – 236/211
Grant – 30/31
Green – 14/13
Iowa – 17/15
Lafayette – 16/13
Rock – 103/101
Sauk – 40/56

D#2

Jefferson – 35/36
Kenosha – 79/85
*Milwaukee – 577/565
Racine – 132/107
Walworth – 42/46
Waukesha – 207/186

D#3

Brown – 126/107
Calumet – 19/16
Dodge – 49/55
Door – 7/4
Fond du Lac – 40/60
Kewaunee – 7/9
Manitowoc – 39/40
Outagamie – 73/79
Ozaukee – 39/43
Sheboygan – 45/34
Washington – 66/42
Winnebago – 81/99

D#4

Adams – 10/11
Florence – 2/0
Forest – 3/2
Green Lake – 8/8
Langlade – 11/11
Lincoln – 22/12
Marathon – 80/82
Marinette – 2816
Marquette – 6/10
*Menominee – 0/1
Oconto – 20/15
Oneida – 14/10
Portage – 47/28
Shawano – 27/30
Vilas – 12/11
Waupaca – 34/28
Waushara – 10/11
Wood – 40/41

D#5

Crawford – 11/12
Jackson – 23/37
Juneau – 20/39
La Crosse – 33/37
Monroe – 44/39
Richland – 14/11
Vernon – 17/15

D#6

Buffalo – 6/5
Chippewa – 28/36
Clark – 28/33
Dunn – 50/40
Eau Claire – 40/54
Pepin – 4/2
Pierce – 11/16
St. Croix – 52/65
Taylor – 8/11
Trempealeau – 19/9

D#7

Ashland – 4/6
Barron – 21/16
Bayfield – 4/3
Burnett – 7/9
Douglas – 21/27
Iron – 7/3
Polk – 20/19
Price – 4/6
Rusk – 5/6
Sawyer – 3/3
Washburn – 11/4

In the counties listed above, Menominee County shows 0/1; as an Indian Reservation, crashes are not always reported to DOT. Milwaukee County shows a high number of crashes; this is due to its location, population, VMT's, and general significant truck and bus traffic. Milwaukee County receives its own "Expressway Policing Aids" to enforce and patrol highway safety regulations.

Charts 21 and 22 show a comparison of CV crashes in CY 2001 and 2002.

Chart 21

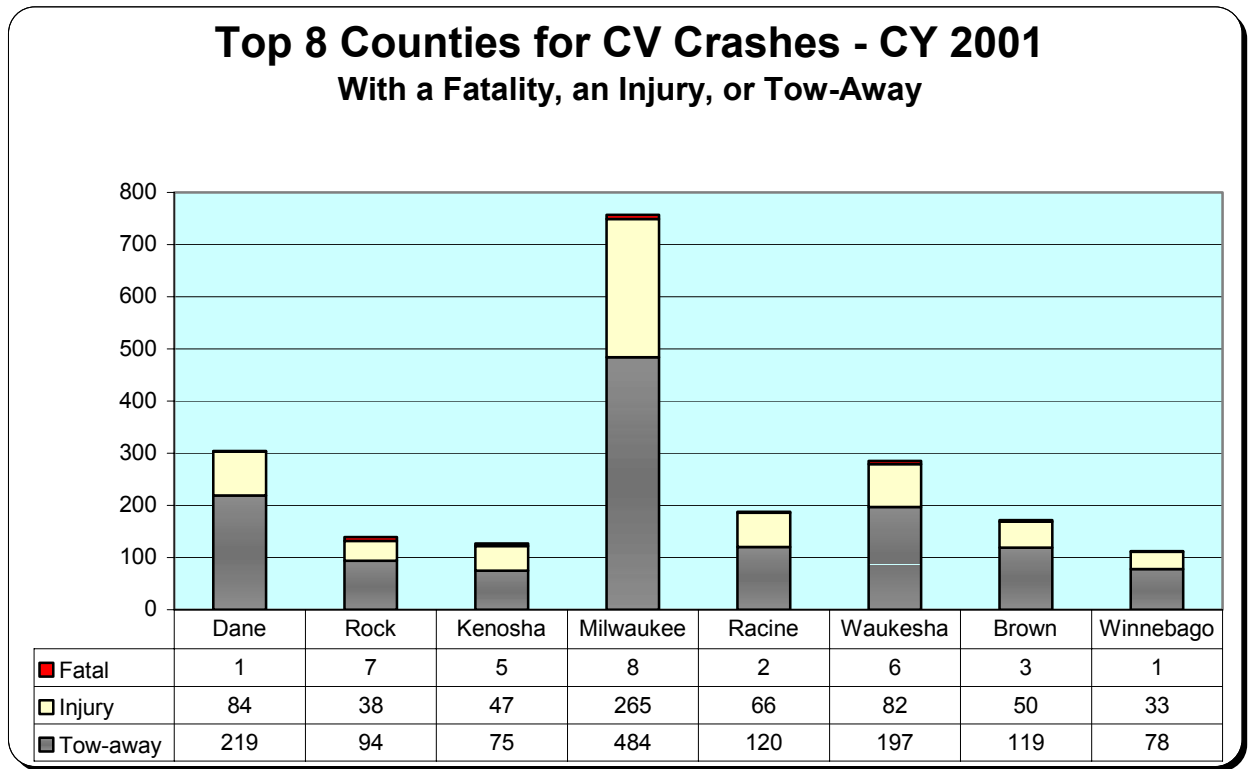
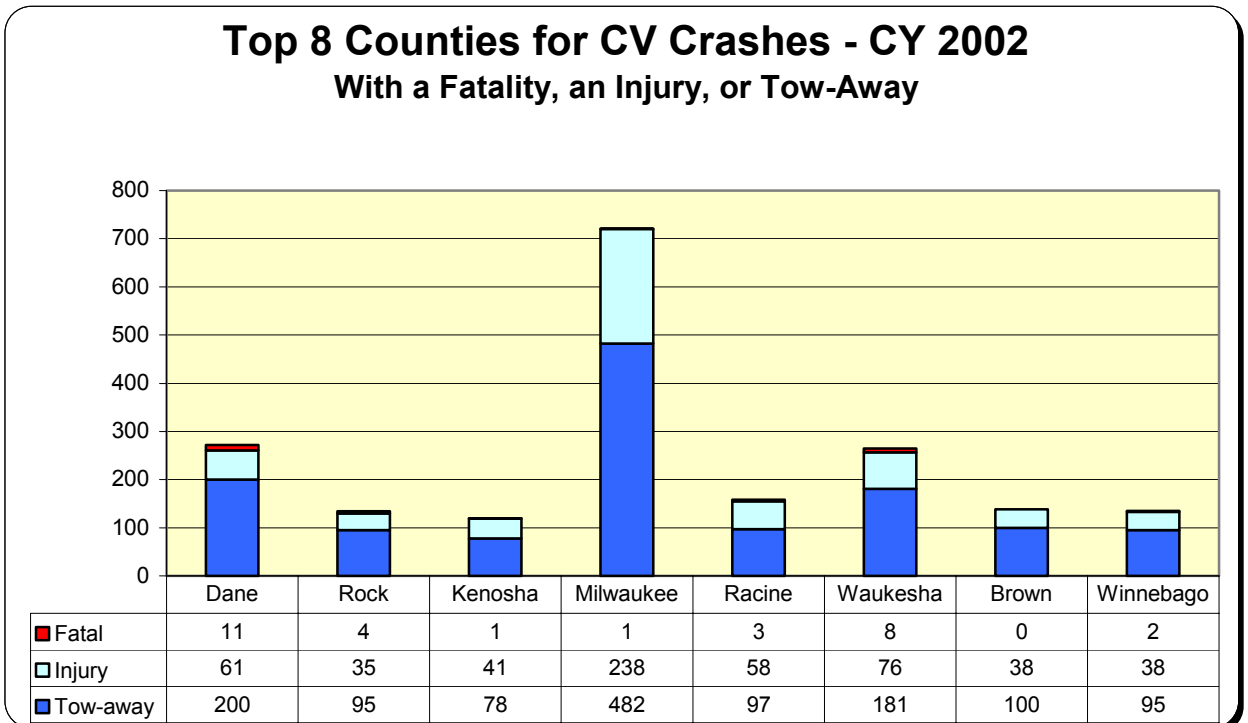


Chart 22



2003 MCSAP Evaluation

Wisconsin's 2003 MCSAP Plan addressed 4 areas. Results follow:



Problem Statement #1 read:

"Inspections and other MCSAP enforcement activities (Traffic Enforcement and Compliance Reviews) are core elements of the program. These activities serve the following functions:

- *Assurance that inspected commercial vehicles and drivers operate safely*
- *Assurance that identified at-risk carriers are audited so that educational direction can be provided or enforcement action taken*
- *Enforcement presence to serve as a reminder that commercial vehicles or drivers can be inspected at any time*
- *To reduce CMV crashes*
- *Resource for data at the state and national levels so that informed decisions can be made*

WSP will continually strive to improve the quality of the core program responsibilities.

Along with improving existing activities, WSP will develop a standard post-crash data collection program. Wisconsin conducted 483 MCSAP post-crash inspections in FFY 2001 and expects to do about 695 in FFY 2002. Because specific post-crash data is not collected centrally, it is difficult to use it for program planning or for making related statewide program decisions."

The following lists performance measures (PM) and projected outcomes. The outcomes for 2003 are based on 6-8 months of data.

PM – Maintenance in number of inspections conducted in FFY 2002

O – The first 8 months of FFY '03 shows more inspections completed than during the same period in FFY '02. FFY '03 year-end inspection numbers are projected to be between 37,000 and 40,000+ (40,688 inspections conducted in FFY '02).

PM – Minimum 50% Level 1 inspections at fixed facilities

O – Accomplishments are far exceeding the goal. 42% of inspections, overall, were Level 1.

Chart 6 shows that 55% of all *fixed facility* MCSAP inspections, done during the first eight months of FFY '03, were Level 1.

PM – Minimum of 300 motor coach inspections

O – Approximately 394 motor coach MCSAP inspections will be completed. (Separate from the MCSAP, all Wisconsin-based motor coaches are inspected annually – either through a self-certification program or by WSP under the Motor Coach Inspection Program.)

WSP expects to complete 3 MCSAP motor coach details by the end of FFY '03. This will be done at Miller Park in Milwaukee in partnership with the Milwaukee Sheriff's Department (SO). WSP has trained 5 officers of the Milwaukee SD to inspect motor coaches.

PM – All MCSAP TE inspections have a TE violation indicated on the MCSAP report

○ – 3,982 TE inspections were done in the first 8 months of FFY '03. 2,209 of these had a TE violation (392.xx) indicated on the report. In addition, data shows that another 1,269 inspections indicated a 392.xx violation but were not recorded as a TE inspection.

PM – Foundation for increasing the number of Compliance Reviews

○ – Six Consumer Protection Investigators (CPI's) and one CPI supervisor were hired to conduct and manage completion of the majority of CR's and New Entrant Audits. These personnel completed the training required for certification at a record pace and are getting field experience by working with *practiced* CR inspectors.

PM – Standard CMV *post-crash inspection* program/database

○ – Districts began recording post-crash data onto a statewide database starting in February 2003. This database is an important step in using CV crash data and gives the state the ability to categorize a variety of critical crash data elements.

PM – Mailing of letters to carriers who have not returned their repair affidavits

○ – Options have been evaluated, and an implementation plan will be included in the **2004 CVSP**.



Problem Statement #2 read:

“The driver of the other vehicle reportedly causes 70% or more of crashes involving a large truck or bus. To address this problem, the Wisconsin State Patrol developed a “Share the Road” program and along with Road Team drivers went into high schools to teach related safety. Beginning in 1999, WSP began to realize the extraordinary demand for presentations and the drain this had on MCSAP enforcement resources. Currently, WSP provides the Road Team (who continues to instruct in schools) with PowerPoint overheads of the curriculum and promotional items to reinforce the message. Because the need for “share the road” information is evident, WSP continues to look for additional means to get the message out without depleting resources in its primary duties of enforcement.”

PM – Greater distribution of CV “Share the Road” information

○ – WSP has continued to support the “Share the Road” project by providing Wisconsin’s Motor Carrier’s Road Team with a “share the road” curriculum. In addition, WSP takes every opportunity to educate the public at special events and in its day-to-day activities. WSP is a regular attendee at the Department of Public Instructions Drivers Education Conference.

WSP believes that the responsibility for promoting this message is a shared one that lies primarily with those in the educational community.



Problem Statement #3 read:

“For a number of safety reasons, it is critical that MCSAP data is uploaded to MCMIS (Motor Carrier Management Information System) in a timely way. FMCSA policy guidelines are that inspections be uploaded within 21 days; crashes, within 90 days, and CR’s, within 7 days.”

PM – Report indicating uploads are within FMCSA guidelines

○ – WSP has made considerable progress and has reached its goal in inspection uploads. Chart 16 shows that inspections are being uploaded within 15 days, down from 166 in 2002; this is within the National Standard of 21. Crash uploading is down from 142 – 93; 90 is the National Standard. CR uploading is down from 16 – 12; 7 is the National Standard (the national average is 13.)



Problem Statement #4 read:

“In response to terrorist attacks and information pointing to the possible use of commercial vehicles in future attacks, there is a need to enhance security of commercial vehicle transportation. In line with this, is special attention to the transportation of hazardous materials.”

PM – General specialized training in terrorism and related security measures

○ – An 8-hour *Trucks and Terrorism* training session was conducted during the MCSAP annual in-service held in February 2003. This was presented to all MCSAP inspectors, a number of troopers, other MCSAP staff, and MCSAP-certified county and municipal officers.

PM – Level VI Enhanced Radioactive Inspection Training

○ – 9 WSP inspectors and one supervisor (Sergeant) attended and passed the CVSA Level 6 training in March 2003 at the State Patrol Academy. 10 Geiger Counters were purchased for distribution throughout the State to aide in the detection of specific hazardous materials.

PM – Participation in two national strike forces

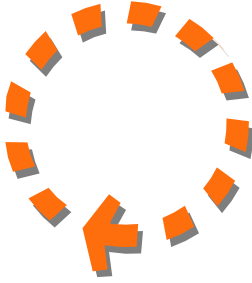
○ – WSP had planned to participate in two national HM Strike Forces with the FMCSA office. We were not able to coordinate this detail. The WSP, however, has made conducting HM inspections a priority throughout the year.

PM – Readily available avenue to report suspicious activities to FMCSA and the FBI

○ – WSP is involved in the “Highway Watch” program. In addition, posters are placed at size/weight facilities with FMCSA’s *hot line* number to report suspicious activities.

PM – Increased number of HM inspections

○ – The first 9 months of FFY 2003 shows that 1,437 hazardous materials inspections (5% of all inspections) were conducted. This is significant. WSP’s reports show that 1,457 of the MCSAP inspections done during those 9 months were carrying a hazardous material which means that WSP is conducting an actual HM inspection on 99% of the HM vehicles and/or drivers it inspects. An HM inspection checks for items such as proper shipping papers, placarding, special endorsements, etc.



2004 PLAN

Preface

The 2004 MCSAP theme is “...advancing highway safety through optimal use of resources...” This will involve continued scrutiny and oversight of the *total* program, including everything from assuring timely data uploads to making sure that relevant State laws are compatible with the Federal Motor Carrier Safety Regulations.

In addition to routine activities, the 2004 Plan will:

- include funding to equip MCSAP-trained county/municipal officers with basic inspection tools
- provide funding for overtime (OT) for inspection staff and will reallocate additional funds for OT throughout the year as they become available

At first glance, these two areas may not appear to fit within the theme; however, WSP’s experience with using OT has shown that the value per OT MCSAP inspection is greater than hiring additional staff. It is a cost-effective way to increase the number of vehicles and drivers that WSP can inspect.

Regarding providing equipment to MCSAP-trained county/municipal officers – it makes sense in our mission to reduce CV-related crashes, that, when necessary, we provide these officers with the tools they need to conduct MCSAP inspections. The work that local officers do is of great benefit since they oftentimes enforce rules and regulations at locations that WSP may not routinely travel. In addition, finding ways to optimize our resources furthers the MCSAP goals and is an ideal way to build partnerships and promote the shared responsibility in this area of highway safety.

- study and implement effective technologies that will advance interoperability and efficiency on both a State and national level
- focus on resources having the greatest potential value
- continue to communicate common goals and work at building close partnerships
- keep national security initiatives at the forefront.

Per Part 350.213(b):

As a routine part of every MCSAP contact, all Wisconsin State Patrol (WSP) inspectors regularly enforce regulations that remove impaired CMV drivers from the highways. Inspectors have portable breath testing devices available to use roadside. All safety/weight facilities and WSP districts located throughout the state have intoximeters available for use 24 hours a day. WSP enforcement staff receive basic training and regular refresher training to detect and apprehend drivers impaired by alcohol. In addition, they are trained in drug detection and interdiction. Wisconsin’s data shows the following number of inspections where an alcohol-related violation

was indicated on the report: 1992 – 28; 1993 – 50; 1994 – 54; 1995 – 44; 1996 – 34; 1997 – 27; 1998 – 21; 1999 – 31; 2000 – 19, 2001 – 35, and 2002 – 46. The first 8 months of 2003 shows 31 inspections with an alcohol violation. (2002 was a record year for the total number of inspections and 2003 is projected to reach the 2002 level.) Though controlled substance violations are up for 2002 and 2003, it should be noted that the total number of total inspections has increased by over 30%.



Inspection and Enforcement

Problem Statement #1

There were 8,165 large truck crashes reported by WISDOT in 2002 with 127 related fatalities and 418 *incapacitating* injuries. It is fundamental for program success to optimize inspection and enforcement resources to effectively meet the FMCSA crash reduction goal. (“...*reducing the large truck fatality rate by 41% from 1996-2008. This reduction translates into a rate of 1.65 fatalities in truck crashes per 100 million miles of truck travel.*”) Enforcement and inspection activities serve:

1. To assure that unsafe commercial vehicles and/or their drivers are taken off the road
2. As a reminder to the motor carrier industry and the general public that there is a watchful eye looking over commercial vehicle highway safety
3. To assure that motor carrier operations are operating under the law through the Compliance Review and New Entrant Programs.
4. To reduce the number and severity of large truck crashes.

Objective

To promote highway and motor carrier safety – through routine and targeted inspection and enforcement activities.

Performance Measures

Reduced number of fatalities and a reduced crash rate.

Strategy 1: Focus resources on inspection and enforcement activities.

Activity:

1. Districts utilize MCSAP personnel so they are used at times and places that are warranted by truck traffic, crash occurrence, or other sound rationale.
2. Districts utilize monthly MCSAP reports to monitor district program progress.
3. Employees take personal responsibility for work completed.
4. Districts conduct Level 1's on at least 50% of inspections done at fixed facilities.
5. Central Headquarters (CH) implements overtime program, when possible, to help assure inspection levels are met.
6. Emphasize traffic enforcement contacts.

Performance Measure:

40,000 inspections.

50% of fixed facility inspections are Level 1.

15% of inspections are TE related

Strategy 2: Improve the rate for the correction of CV and driver safety violations noted during a MCSAP inspection.

Activity:

1. When providing a commercial vehicle driver with a copy of an inspection having a recorded violation, the inspector shall inform the driver that the repairs must be made and the report mailed back within 15 days. Failure to send the report back will result in a citation being issued.
 - a. After 15 days, Central Headquarters (CH) will mail letters to carriers stating that failure to send the form back will result in the issuance of a citation.
 - b. After an additional 15 days, CH will forward information on forms not returned to the respective districts for issuance of citations.
2. Continue to do reinspections.
3. Conduct covert activities when warranted.

Performance Measure:

Formal enforcement process in place for non-returns.

Strategy 3: Districts oversee routine and targeted MCSAP inspection activities based on resources and highway and public safety needs.

Activity:

1. Districts utilize MCSAP hours based on MCSAP positions assigned to them.
2. Districts organize *details* based on resources and identified needs. This may include coordination and partnerships with other districts.
3. CH organizes special emphasis *details* as determined by safety needs or as a result of national directives or special emphasis areas.

Performance Measure:

Report of MCSAP hours allocated and used by each district.

Summary reports of special *details* completed.

Strategy 4: With 13 staff trained to do Compliance Reviews and New Entrant Audits, optimize resources to reach goals.

Activity:

1. Assure that CR staff maintain certification and receive continuing training to conduct CR's and New Entrant Audits.
2. CH assigns CR's and New Entrant Audits and keeps a record of activities.

Performance Measure:

384 Compliance Reviews completed (Estimated 3-4 days each to complete)

787 New Entrant Audits completed (Estimated 1 day each to complete)



Data and Technology

Problem Statement #2

Data reliability, timely data transfer, and staying at the forefront of technology are key to program integrity, efficiency, and effectiveness. On the State side, data reliability and timely data transfer are the responsibility of a number of persons.

In the early years of MCSAP, Wisconsin was one of many states using a mainframe system to collect and house its MCSAP data. Over the last 5-10 years, however, nearly all states have gone to Aspen; Wisconsin is one of the few that currently remains “mainframe”.

Aspen:

- Is a windows based roadside inspection system for laptop computers
- Is interoperable with other federally maintained data systems
- Allows immediate access to other states’ MCSAP data
- Provides data uniformity across the nation
- Provides the means to update changing program information immediately
- Pre-populates data fields with data drawn from other systems
- Has barcode reader functionality
- Allows direct transfer of data to MCMIS (Federal’s Motor Carrier Management Information System)
- Provides staff to answer questions or trouble shoot problems as they occur
- Provides for immediate data retrieval and reporting capabilities

Direct data entry through Aspen results in a shorter lapse of time from the point the data is collected to the point it is uploaded; it provides for less chance of data corruption. This data is critical since it impacts the motor carrier’s safety ratings and provides law enforcement with timely data to focus resources where most needed. FMCSA considers timely data of such a critical nature that States receive 100% incentive monies if they meet certain upload thresholds in three areas: inspections, Compliance Reviews, and CV crashes.

Objective

To optimize highway and motor carrier safety initiatives through implementation of Aspen and interoperable technologies.

Performance Measures

1. Aspen rolled out statewide.
2. 2 D Barcode and scanner technology operational.
3. Test of available wireless technology options.
4. Exploration of paperless remote inspection processes.
5. Automation of the repair affidavit process

Strategy 1: Provide means for an easy transition to Aspen statewide.

Activity:

1. Pilot Aspen with selected field person(s).
2. Provide staff training and familiarization of Aspen.

Performance Measure:

Functional use of Aspen and related technologies.

Strategy 2: Coordinate efforts with DMV to provide the means to print a 2 D barcode on all CMV registrations. This will improve inspection efficiency and data collection quality.

Activity:

Research the means (PRISM, other) to include the 2 D barcode on all CMV registrations.

Performance Measure:

2 D barcode on CMV registrations.

Objective

To increase speed and efficiency through the use of wireless technology.

Performance Measures

Increased efficiency through technology.

Strategy: Explore and test wireless IP technologies that will provide connections especially at remote sites.

Activity:

1. Research compatible wireless technologies.
2. Field test top choices to determine best fit.

Performance Measures:

Report supporting wireless technology.

Objective

To optimize personnel resources by providing a paperless remote inspection process

Performance Measures

Through technology, personnel hours freed up for core program activities such as inspection and enforcement.

Strategy: Provide a study to support the use and means for a remote inspection process.

Activity:

1. Research technologies and processes that will work in tandem with Aspen.
2. Field test selection.

Performance Measure

Report outlining selected process.

Objective

To optimize office staff hours, automate the *repair affidavit process*

Performance Measure

Benefits analysis.

Strategy: Use scanning capabilities to automate the return process. Outsource mailings of non-returns to expedite the process.

Activity:

1. With the use of Aspen and barcoding technology, provide the means to imprint a barcode on the (reply) *repair affidavit*.
2. Scan returns rather than entering manually.
3. Automate mailing process.

Performance Measure

Streamlined, automated *repair affidavit process*.



Partners in Safety

Problem Statement #3

At a time of dwindling budgets, overlapping projects, and shared safety responsibilities, continuing efforts should be made to build lasting partnerships that promote highway and public safety. It becomes increasingly necessary that DOT Divisions work as partners towards a “common good”.

- WSP has trained a number of county and municipal officers throughout the state to conduct MCSAP inspections. These agencies are not always in a financial position to provide their trained staff with the basic tools necessary to conduct Level 1 inspections – wheel chocks, creepers, chamber mates, safety glasses, bump caps, etc.
- Districts have overlapping needs that may be best met by planning multi-district details; they are in the best position to decide how, when, and why inter-district details should be scheduled.
- Much of the general motoring public is unfamiliar with the limitations of large trucks and buses; add to that, the fact that new and inexperienced drivers are becoming part of that population every day. It is critical that every opportunity is given to make the motoring public aware of the “Share the Road” message.

Objective

Enhanced highway and public safety.

Performance Measures

Stronger partnerships and shared goals.

Strategy 1: After successful completion of MCSAP training, provide basic inspection equipment to local agencies, if needed.

Activity:

1. Track training and certification of non-WSP MCSAP trained officers.
2. Provide equipment to officers upon successful completion of NAS training.
3. Keep an inventory of items provided.

Performance Measure:

Basic MCSAP inspection equipment provided to local agencies, as able.

Strategy 2: Promote CV related safety goals as an integral part of public safety.

Activity:

1. Within DOT, communicate the shared and overlapping goal of “highway safety” in relevant discussions impacting MCSAP.
2. Partner with other Divisions in promoting highway safety initiatives.
3. Provide a copy of the CVSP to Divisions having a stake in related safety outcomes.

Performance Measure:

Enhanced communications.

Strategy 3: Districts assess their needs and work with other districts, when applicable, to schedule cooperative details that promote the greatest “common good”.

Activity:

1. Districts assess their unique needs and, when necessary, partner with other districts to address identified problems and promote highway safety in general.
2. Districts submit a brief report to Central Headquarters on details.

Performance Measure:

District-initiated cooperative details.

Strategy 4: MCSAP personnel educate the general public, as able, and the educational community responsible for drivers' education training on "share the road" issues.

Activity:

1. MCSAP personnel share safety precautions regarding driving near large trucks or buses whenever possible. This may involve one-on-one discussions with the public at such venues as the State Fair; group presentations or displays at conferences, county fairs, truck jamborees, etc.
2. WSP participates in the annual Wisconsin Drivers Education Conference to highlight the truck and bus "share the road" safety message.



Vigilance

Problem Statement #4

Program success requires constant vigilance which encompasses a wide range of areas including: training officers and truck drivers on ways to prevent terrorist activities; educating and providing assistance in relevant areas; surveillance of vehicles bypassing safety and weight facilities; maintaining program integrity, etc.

Objective

Shared responsibility in optimizing resources to assure program integrity.

Performance Measures

Comprehensive program oversight.

Strategy: Promote *shared responsibility* for program success.

Activity:

1. CH preserves the integrity of the total program by staying informed on relevant issues and by educating others.
2. Districts manage their respective MCSAP programs.
3. All MCSAP staff understand and value their contribution to program success.

Performance Measure:

A highway safety community well-versed on CV safety issues.

FFY 2004 MCSAP Budget

Projected costs for the 2004 MCSAP Program are covered in the “Basic and Incentive Grant” and the New Entrant Grant. (\$3,762,268.75 is 80/20; an incentive share of \$102,640 is 100%.)

2004 MCSAP Basic and Incentive Grant

Permanent Salary	\$1,692,140.45
Fringe	\$831,913.00
Overtime Salary	\$322,023.06
Overtime Fringe	\$156,825.24
In-State Travel	\$79,728
Out-of-State Travel	\$29,685
Telecommunications	\$12,740
Postage	\$5,000
Contractual Services	\$21,450
Materials & Supplies	\$39,920
Data Processing Service Chg	\$193,244
Data Processing Hardware	\$10,000
Data Processing Software	\$10,000
Data Processing Misc.	\$75,000
Fleet	\$304,890
Training	\$60,350
Permanent Property	<u>\$20,000</u>
	\$3,864,908.75

Project # 0528-13-41 - \$370,374.35 (80% Federal & 20% State)

Through FFY '04

Permanent Salary	\$198,000.00
Fringe	\$96,426
IST	\$14,650
DP SVC Chg	\$2,500
Telecom	\$1,500
Fleet	\$46,500
Misc.	<u>\$10,798</u>
	\$370,374.35

State Certification

I, Frank J. Busalacchi, Secretary, Department of Transportation, on behalf of the State of Wisconsin, as requested by the Administrator as a condition of approval of a grant under the authority of 49 U.S.C 31102, as amended, do hereby certify as follows:

1. Wisconsin adopted commercial motor carrier and highway hazardous materials safety rules and regulations that are compatible with the Federal Motor Carrier Safety Regulations and the Federal Hazardous Materials Regulations.
2. Wisconsin designated the Division of State Patrol as the lead agency to administer the commercial vehicle safety plan for the grant sought and to perform defined functions under the plan. This agency has the legal authority, resources and qualified personnel necessary to enforce Wisconsin's commercial motor carrier, driver, and highway hazardous materials safety laws and regulations.
3. Wisconsin obligates the funds or resources necessary to provide a matching share to the Federal assistance provided in the grant to administer the plan submitted and to enforce Wisconsin's commercial motor carrier safety, driver, and hazardous materials laws or regulations in a manner consistent with the approved plan.
4. The laws of Wisconsin provide enforcement officials right of entry and inspection sufficient to carry out the purposes of the commercial vehicle safety plan, as approved, and provide that Wisconsin will grant maximum reciprocity for inspections conducted pursuant to the North American Standard Inspection procedure, through the use of a nationally accepted system allowing ready identification of previously inspected commercial motor vehicles.
5. Wisconsin requires that all reports relating to the program be submitted to the Wisconsin State Patrol, and such reports will be made available, in a timely manner, to the Federal Motor Carrier Safety Administration upon request.
6. Wisconsin has uniform reporting requirements and uses Federal Motor Carrier Safety Administration designated forms for record keeping, inspection, and other enforcement activities.
7. Wisconsin has in effect a requirement that registrants of commercial motor vehicles declare their knowledge of the applicable Federal or State commercial motor vehicle safety laws or regulations.
8. Wisconsin maintains the level of its expenditures, exclusive of Federal assistance, at least at the level of the average of the aggregate expenditures of Wisconsin and its political subdivisions during the State or Federal fiscal year 1997, 1998, and 1999. These expenditures will cover at least the following four program areas, if applicable:
 - a. Motor carrier safety programs in accordance with 49 CFR 350.301
 - b. Size and weight enforcement programs
 - c. Traffic safety
 - d. Drug interdiction enforcement programs
9. Wisconsin ensures that commercial motor vehicle size and weight enforcement activities funded with Motor Carrier Safety Assistance Program funds will not diminish the effectiveness of other commercial motor vehicle safety enforcement programs.

10. Wisconsin will ensure that violation fines imposed and collected by Wisconsin are consistent, effective, and equitable.
11. Wisconsin ensures that it has a program for timely and appropriate correction of all violations discovered during inspections conducted using MCSAP funds.
12. Wisconsin ensures that the Commercial Vehicle Safety Plan, data collection, and information systems are coordinated with the State highway safety program under Title 23, U.S. Code.
13. Wisconsin participates in Safetynet and will work to ensure information is exchanged with other states in a timely manner.
14. Wisconsin has undertaken efforts to emphasize and improve enforcement of State and local traffic laws as they pertain to commercial motor vehicle safety.
15. Wisconsin ensures that Motor Carrier Safety Assistance Program agencies have departmental policies stipulating that roadside inspections will be conducted at locations that are adequate to protect the safety of drivers and enforcement personnel.
16. Wisconsin ensures that requirements relating to the licensing of commercial motor vehicle drivers are enforced, including checking into the status of commercial drivers licenses.
17. Wisconsin certifies that it meets the minimum Federal Standards set forth in 49 CFR Part 385, Subpart C, for training and experience of employees performing safety audits, compliance reviews, or driver/vehicle roadside inspections.
18. Wisconsin will enforce registration requirements under 49 U.S.C 13902; 49 CFR parts 356 and 365; and 49 CFR 392.9a by placing out of service a vehicle discovered to be operating without registration or beyond the scope of its registration. In the absence of appropriate authority to enforce such registration requirements, Wisconsin will demonstrate that it has made substantial progress toward obtaining legislative authority consistent with 49 CFR 350.331(d) to allow enforcement as soon as possible.
19. Wisconsin will enforce financial responsibility requirements under 49 U.S.C. 13906, 31138, 31139, and 49 CFR Part 387. In the absence of appropriate authority to enforce such insurance requirements, Wisconsin will demonstrate that it has made substantial progress towards obtaining legislative authority consistent with 49 CFR 350.331(d) to allow enforcement as soon as possible.

Date: _____

Signature: _____
(Secretary, Department of Transportation)

Madison, Wisconsin

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Annual Certification of Compatibility

In accordance with 49 CFR, Parts 350 and 355, as Secretary of the Department of Transportation, State of Wisconsin, I do hereby certify that the State of Wisconsin's compatibility with appropriate parts of the Federal Motor Carrier Safety Regulations and the Federal Hazardous Material Regulations are as follows.

Interstate Motor Carriers

Trans 325 – Motor Carrier Safety Regulations

Adoption Date – 6/1/2002

Proposed Revised/Effective Date – 6/1/2002

Trans 326 – Motor Carrier Safety Regulations for Transportation of Hazardous Materials

Adoption Date – 6/1/2002

Proposed Revised/Effective Date – 6/1/2002

Intrastate Motor Carriers

Trans 327 – Motor Carrier Safety Regulations

Adoption Date – 10/00

Proposed Revised/Effective Date – 5/1/2003

Dated this _____ day of _____, 2003

(Signature of Person Certifying)

Legal Authority Statement

Wisconsin's statutes and administrative rules and policies are adequate to permit the Wisconsin State Patrol to accomplish the goals and objectives outlined in the "State Commercial Vehicle Safety Plan".

**2004 State Training Plan
State of Wisconsin Department of Transportation**

<u>Course Provider/ Title/No. Hours</u>	<u>Stud.</u>	<u>Location</u>	<u>NTC</u>	<u>Per Diem Cost</u>	<u>Other Cost</u>	<u>Total</u>
NAS Level 1/80 hrs Part A & B (Sept 15 – 26)	25	WSP Acad	Y	\$10,000	\$1,500	\$11,500
NAS Level 3/40 hrs Part A (May 12 – 16) Part B (Aug 18 – 22)	25	WSP Acad	Y	\$5,000	\$750	\$5,750
HM Roadside/40 hrs (Oct 27 – 31)	25	WSP Acad	Y	\$5,000	\$750	\$5,750
Cargo Tank/Bulk Pkg Roadside/40 hrs (Nov 10 – 14)	25	WSP Acad	Y	\$5,000	\$750	\$5,750
Compliance Rev/80 hrs (Nov 10 – 21)	15	WSP Acad	Y	\$6,000	\$850	\$6,850
Insp Recert/8 hrs	120	WSP Acad	N	\$4,800	\$700	\$5,500
Trooper Recert/8 hrs (Feb – May)	30	WSP Acad	N	\$1,200	\$300	\$1,500
Other/As Necessary						\$7,750
						<hr/>
Total				\$43,600	\$6,750	\$50,350

HS217

(Rev. 7/93)

Highway Safety Program Cost Summary

State: WISCONSIN

Number:

PLAN Estimate

Date: July,

FFY: 2004

Highway Safety Plan

PROGRAM AREA	APPRVD PROGRAM COSTS	BASIS FOR % CHANGE	STATE/LOCAL FUNDS	FEDERALLY FUNDED PROGRAMS			
				PREVIOUS BAL	INCRE/(DECRE)	% CHNG	C
PA	582,500.00	235,000.00	347,500.00	0.00	235,000.00	0%	
OP	1,549,000.00	1,050,000.00	499,000.00	0.00	1,050,000.00	0%	
AL	985,750.00	737,000.00	248,750.00	0.00	737,000.00	0%	
PT	885,000.00	545,000.00	340,000.00	0.00	545,000.00	0%	
TR	584,000.00	285,000.00	299,000.00	0.00	285,000.00	0%	
EM	243,000.00	115,000.00	128,000.00	0.00	115,000.00	0%	
MC	1,044,000.00	80,000.00	964,000.00	0.00	80,000.00	0%	
PS	491,700.00	244,200.00	247,500.00	0.00	244,200.00	0%	
CP	1,566,000.00	1,018,000.00	548,000.00	0.00	1,018,000.00	0%	
Total 402	7,930,950.00	4,309,200.00	3,621,750.00	0.00	4,309,200.00	0.00	
157-OP	1,024,700.00	702,700.00	322,000.00	0.00	702,700.00	0%	
157-IN2	302,000.00	200,000.00	102,000.00	0.00	200,000.00	0%	
2003(b)-J3	357,000.00	230,000.00	127,000.00	0.00	230,000.00	0%	
410-J8	2,390,100.00	1,022,000.00	1,368,100.00	0.00	1,022,000.00	0%	
164-AL	480,500.00	415,000.00	65,500.00	0.00	415,000.00	0%	
411-J9	512,000.00	210,000.00	302,000.00	0.00	210,000.00	0%	
ALL FUNDS	12,997,250.00	7,088,900.00	5,908,350.00	0.00	7,088,900.00	0.00	

STATE OFFICIALS AUTHORIZED SIGNATURE:

FEDERAL OFFICIAL(S) AUTHORIZED SIGNATURE:

NAME_____

NHTSA - NAME_____

FHWA - NAME_____

TITLE_____

TITLE_____

TITLE_____

DATE_____

DATE_____

DATE_____

EFFECTIVE DATE_____

BUDGET -- ALL FUNDS

FFY 2004 HIGHWAY SAFETY PERFORMANCE PLAN BUDGET						
Activity	Title	Fed	State	Local	Tot Prog	Loc Benefit
PLANNING & ADMINISTRATION FUNDS 01						
04-01-01	Program Mgmt	225,000	2,000	2,000	229,000	56,250
	Strategic Planning	10,000	7,500	5,000	22,500	2,500
402 TOTAL	(PA)	235,000	9,500	7,000	251,500	58,750
State 461	402 Match	0	331,000		331,000	
Total State	(461)	0	331,000		331,000	
TOTAL ALL FUNDS		235,000	340,500	7,000	582,500	58,750

OCCUPANT PROTECTION FUNDS 02						
Activity	Title	Fed	State	Local	Tot Prog	Loc Benefit
04-02-01	Program Mgmt	65,000	10,000	10,000	85,000	16,250
04-02-02	PI&E	250,000	50,000	150,000	450,000	125,000
04-02-03	Training-TOPS	5,000	2,000	5,000	12,000	2,500
04-02-04	Community Programs	20,000	2,000	20,000	42,000	20,000
04-02-05	Buckle Up Mobilization	295,000	5,000	100,000	400,000	221,250
	LE Liaisons	85,000	3,000	35,000	123,000	42,500
04-02-06	Observ Survey	185,000	10,000	35,000	230,000	46,250
	4 Surveys	70,000	5,000	10,000	85,000	17,500
04-02-07	CPS-WINS	75,000	2,000	45,000	122,000	37,500
402 TOTAL	(OP)	1,050,000	89,000	410,000	1,549,000	528,750
04-02-08	Convincer support	34,000	1,000	5,000	240,000	17,000
04-02-09	Youth PI&E	300,000	10,000	100,000	410,000	150,000
04-02-10	Mid/High Schl Curric	120,000	20,000	60,000	200,000	60,000
04-02-11	Teen Community Acts	148,700	4,000	70,000	222,700	148,700
04-02-12	Diverse Community Acts	100,000	2,000	50,000	152,000	100,000
Total 157	(157OP)	702,700	37,000	285,000	1,224,700	475,700
04-02-13	CPS Fitting Stations	50,000	2,000	25,000	77,000	25,000
04-02-14	CPS Training & Com Ed	180,000	10,000	90,000	280,000	90,000
Total 2003b	(J3)	230,000	12,000	115,000	357,000	115,000
04-43-02	Buckle Up Mobilization	200,000	2,000	100,000	302,000	150,000
157 Innov	(DX)	200,000	2,000	100,000	302,000	150,000
TOTAL ALL FUNDS		2,182,700	140,000	910,000	3,432,700	1,269,450

BUDGET -- ALL FUNDS

ALCOHOL and OTHER DRUGS FUNDS 03 General						
Activity	Title	Fed	State	Local	Tot Prog	Loc Benefit
04-03-01	Program Mgmt	160,000	10,000	10,000	180,000	40,000
04-03-02	Mobilization/Sat Patrol	370,000	5,000	182,500	557,500	370,000
04-03-03	Alcohol Community	137,000	5,000	31,250	173,250	137,000
04-03-04	Evaluations	70,000	5,000	0	75,000	17,500
402 TOTAL	(AL)	737,000	25,000	223,750	985,750	564,500
04-41-01	Alcohol PI&E	278,700	10,000	53,500	342,200	139,350
04-41-02	UW Law	250,000	10,000	67,000	327,000	54,620
04-41-03	Drugs That Impair	95,000	5,000	90,000	190,000	235,000
04-41-04	Enforcement Training	120,000	5,000	889,600	1,014,600	120,000
04-41-05	Repeat Offender & ISP	125,000	5,000	2,000	132,000	125,000
410 Total	(J8)	868,700	35,000	1,102,100	2,005,800	673,970
04-03-05	Safe Ride Programs	275,000	3,000	10,000	288,000	250,000
04-03-06	Evaluations	140,000	35,000	17,500	192,500	100,000
164 Trans	(164AL)	415,000	38,000	27,500	480,500	350,000
State 568	Pre-trial Intervention		779,400	12,470	791,870	779,400
State 531	Safe Ride Programs		140,143	10,000	150,143	140,143
State Total	(461, 531 and 568)	0	919,543	22,470	942,013	919,543
TOTAL ALL FUNDS		2,020,700	1,017,543	1,375,820	4,414,063	2,508,013

ALCOHOL and OTHER DRUGS FUNDS 03 Youth						
Activity	Title	Fed	State	Local	Tot Prog	Loc Benefit
04-41-06	Youth Outreach	83,300	35,000	80,000	198,300	41,650
04-41-07	Youth Community	15,000	8,000	18,000	41,000	15,000
04-41-08	Young Adult-Community	55,000	55,000	35,000	145,000	55,000
410 Total	(J8)	153,300	98,000	133,000	384,300	111,650
04-44-01	Youth Outreach	112,000	200,000	300,000	612,000	28,000
04-44-02	Youth Community	221,000	45,000	20,000	286,000	221,000
04-44-03	Young Adult-Community	65,660	2,000	25,000	92,660	65,660
04-44-04	Youth Enforcement	111,000	0	25,000	136,000	111,000
USDOJ Tot	(44)	509,660	247,000	370,000	1,126,660	425,660
TOTAL ALL FUNDS		662,960	345,000	503,000	1,510,960	537,310

BUDGET -- ALL FUNDS

POLICE TRAFFIC SERVICES 06						
Activity	Title	Fed	State	Local	Tot Prog	Loc Benefit
04-04-01	Program Mgmt	65,000	10,000	0	75,000	16,250
04-04-02	PI&E	50,000	5,000	5,000	60,000	25,000
04-04-03	TLE Training	30,000	10,000	90,000	130,000	15,000
04-04-05	Traffic Law Enforcement	400,000	20,000	200,000	620,000	300,000
402 TOTAL	(PT)	545,000	45,000	295,000	885,000	356,250
TRAFFIC RECORDS 05						
Activity	Title	Fed	State	Local	Tot Prog	Loc Benefit
04-05-01	Prog Mgt/Analysis	110,000	20,000	0	130,000	27,500
04-05-02	Data Linkage	75,000	12,000	1,000	88,000	18,750
04-05-03	Analyses/Outreach	50,000	5,000	5,000	60,000	12,500
04-05-04	TraCS Rollout	50,000	10,000	25,000	85,000	12,500
402 TOTAL	(TR)	285,000	47,000	31,000	363,000	71,250
04-05-05	411 Strategic Planning	5,000	15,000	12,000	32,000	1,250
04-05-06	Crash Data Improve	215,000	75,000	200,000	490,000	53,750
411 TOTAL	(J9)	220,000	90,000	212,000	522,000	55,000
04-43-01	CODES Demonstration	58,000	2,000	7,000	67,000	14,500
403 TOTAL	(DX)	58,000	2,000	7,000	67,000	14,500
State 461	Policy Analysis	0	221,000	0	221,000	55,250
State Total	(461)	0	221,000	0	221,000	55,250
TOTAL	ALL FUNDS	563,000	360,000	250,000	1,173,000	196,000

INJURY CONTROL - EMERGENCY RESPONSE 06						
Activity	Title	Fed	State	Local	Tot Prog	Loc Benefit
04-06-01	EMS PI&E	50,000	10,000	10,000	70,000	25,000
04-06-02	Training-FR	30,000	2,000	20,000	52,000	15,000
	ALERT Training	10,000	2,000	15,000	27,000	5,000
	EMS Communicator Tm	10,000	30,000	15,000	55,000	5,000
04-06-03	Safe Commun EMS Acts	10,000	2,000	15,000	27,000	10,000
04-06-04	Ambulance Inspect	5,000	5,000	2,000	12,000	1,250
402 TOTAL	(EM)	115,000	51,000	77,000	243,000	61,250

MOTORCYCLE SAFETY 07						
Activity	Title	Fed	State	Local	Tot Prog	Loc Benefit
04-07-01	Prog Mgmt	40,000	67,000	20,000	127,000	10,000
04-07-02	PI&E	30,000	2,000	3,000	35,000	15,000
04-07-03	Instructor Training	10,000	3,000	15,000	28,000	5,000
402 TOTAL	(MC)	80,000	72,000	38,000	190,000	30,000
State 461	MC Rider Education	0	654,000	200,000	854,000	654,000
State TOTAL	(461)	0	654,000	200,000	854,000	654,000
TOTAL	ALL FUNDS	80,000	726,000	238,000	1,044,000	684,000

BUDGET -- ALL FUNDS

PEDESTRIAN, BICYCLE & SCHOOL BUS SAFETY 09						
Activity	Title	Fed	State	Local	Tot Prog	Loc Benefit
04-09-01	PI&E	80,000	4,000	20,000	104,000	40,000
04-09-02	Training & Tech. Asst.	20,000	4,000	20,000	44,000	10,000
04-09-03	Community Programs	124,200	0	100,000	224,200	124,200
04-09-05	Surveys - Bike	20,000	2,000	5,000	27,000	10,000
402 TOTAL	(PS)	244,200	10,000	145,000	399,200	184,200
State 461	Program Management	0	60,000	0	60,000	0
	PI&E & Bike Laws	0	32,500	0	32,500	0
State TOTAL	(461)	0	92,500	0	92,500	0
TOTAL	ALL FUNDS	244,200	102,500	145,000	491,700	184,200

CORRIDOR/ COMMUNITY TRAFFIC SAFETY 10 Community Outreach						
Activity	Title	Fed	State	Local	Tot Prog	Loc Benefit
04-10-01	Management/ Outreach	335,000	75,000	0	410,000	83,750
04-10-02	Safe Communities	500,000	0	400,000	900,000	500,000
	Safety Conscious Planning	15,000	2,000	7,000	24,000	15,000
Subtotal		850,000	77,000	407,000	1,334,000	598,750

CORRIDOR/ COMMUNITY TRAFFIC SAFETY 10 General Outreach						
Activity	Title	Fed	State	Local	Tot Prog	Loc Benefit
04-10-03	PI&E Management	60,000	2,000	2,000	64,000	15,000
04-10-04	Community PI&E	40,000	6,000	1,000	47,000	20,000
	TSR and Internet	35,000	10,000	10,000	55,000	17,500
04-10-05	Governor's Conference	20,000	8,000	20,000	48,000	10,000
	Volunteer Outreach	13,000	0	5,000	18,000	6,500
Subtotal		168,000	26,000	38,000	232,000	69,000
402 TOTAL	(CP)	1,018,000	103,000	445,000	1,566,000	667,750

LARGE TRUCK SAFETY 12						
Activity	Title	Fed	State	Local	Tot Prog	Loc Benefit
MCSAP	MCSAP Plan	4,300,000	0	0	4,300,000	4,300,000
	MCSAP	4,300,000	0	0	4,300,000	4,300,000

402	TOTAL	4,309,200	451,500	1,671,750	6,432,450	2,522,700
410	TOTAL	1,022,000	133,000	1,235,100	2,390,100	785,620

NHTSA Communication: 01 July 2003 = ESTIMATED FUNDS for 2004 HSP				
fund	award	carryover	total	20% over
163	1,940,000	0	1,940,000	
2003(b)	154,000	76,000	230,000	
405	0	0	0	
410	1,022,000	0	1,022,000	
411	0	210,000	210,000	
402	3,191,000	400,000	3,591,000	4,309,200

STATE CERTIFICATIONS AND ASSURANCES

Failure to comply with applicable Federal statutes, regulations and directives may subject State officials to civil or criminal penalties and/or place the State in a high risk grantee status in accordance with 49 CFR § 18.12.

Each fiscal year the State will sign this certification and assurance statement that the State complies with all applicable Federal statutes, regulations, and directives in effect with respect to the periods for which it receives grant funding. Applicable provisions include the following:

23 U.S.C Chapter 4 - Highway Safety Act of 1966

49 CFR Part 18 - Uniform Administration Requirements for Grants and Cooperative Agreements to State and Local Governments

49 CFR Part 19 - Uniform Administrative Requirements for Grants and Agreements with Institutions of Higher Education, Hospitals and Other Nonprofit Organizations

23 CFR Chapter II - NHTSA & FHWA Procedures and General Provisions for State Highway Safety Programs

45 CFR Part 74 - Appendix E - Principles for Determining Costs Applicable to Research and Development Under Grants and Contracts with Hospitals

OMB Circular A-87 - Cost Principles for State, local and Indian Tribal Governments

OMB Circular A-21 - Cost Principles for Educational Institutions

OMB Circular* A- 122 - Cost Principles for Nonprofit Organizations

OMB Circular A- 133 - Audits of States, Local Government and Nonprofit Organizations

NHTSA Order 462-6C - Matching Rates for State and Community Highway Safety Programs

Highway Safety Grant Funding Policy for NHTSA/FHWA Field-Administered Grants (Effective 7/14/95)

Certification Statements

The Governor is responsible for the administration of the State highway safety program through a State highway safety agency which has adequate powers and is suitably equipped and organized (as evidenced by appropriate oversight procedures governing such areas as procurement, financial administration, and the use, management, and disposition of equipment) to carry out the program in compliance with 23 USC 402(b) (1) (A);

The political subdivisions of this State are authorized, as part of the State highway safety program, to carry out within their jurisdictions local highway safety programs which have been approved by the Governor and are in accordance with the uniform guidelines promulgated by the Secretary of Transportation in compliance with 23 USC 402(b) (1) (B);

At least 40 per cent of all Federal funds apportioned to this State under 23 USC 402 for this fiscal year will be expended by or for the benefit of the political subdivision of the State in carrying out local highway safety programs authorized in accordance with 23 USC 402(b) (1) (C), unless this requirement is waived by the Secretary of Transportation;

This State's highway safety program provides adequate and reasonable access for the safe and convenient movement of physically handicapped persons, including those in wheelchairs, across curbs constructed or replaced on or after July 1, 1976, at all pedestrian crosswalks in compliance with 23 USC 402(b) (1) (D);

This State's highway safety program provides for programs to encourage the use of safety belts by drivers of, and passengers in, motor vehicles, in compliance with 23 USC 402(b)(1)(E);

Cash draw downs will be initiated only when actually needed for disbursement, cash disbursements and balances will be reported in a timely manner as required by NHTSA, and the same standards of timing and amount, including the reporting of cash disbursement and balances, will be imposed upon any secondary recipient organizations in accordance with 49 CFR. 18.20, 18.21, and 18.40 (failure to adhere to these provisions may result in the termination of advance financing.

Arrangements have been made for the financial and compliance audit required by the Single **Audit Act of 1984 (OMB Circular A-128)**, which is to be conducted within the prescribed audit reporting cycle (failure to finish an acceptable audit, as determined by the cognizant Federal agency, may result in denial or require return of Federal funds);

The State has submitted appropriate documentation for review to the single point of contact designated by the Governor to review Federal programs, as required by Executive Order 12372 (Intergovernmental Review of Federal Programs);

Equipment acquired under this agreement for use in highway safety program areas shall be used and kept in operation for highway safety purposes by the State; or the State, by formal agreement

with appropriate officials of a political subdivision or State agency, shall cause such equipment to be used and kept in operation for highway safety purposes;

Each recipient of Section 402 funds has a financial management system that complies with the minimum requirements of 49 CFR Part 18.20;

Each recipient of Section 402 funds will comply with all applicable State procurement procedures;

The State is funding programs that are within the NHTSA/FHWA National Priority program areas;

The State highway safety agency will comply with Title VI of the Civil Rights Act of 1964 and Section 504 of the Rehabilitation Act of 1973, as amended, as implemented by 49 CFR Parts 21 and 27, to ensure that no person in the United States shall, on the grounds of race, color, national origin, or handicap, be excluded from participation in, be denied the benefits of, or be otherwise subjected to discrimination under this program.

The Drug-free Workplace Act. of 1988(49 CFR Part 29 Sub-part E):

The State will provide a drug-free workplace by:

- a) Publishing a statement notifying employees that the unlawful manufacture, distribution, dispensing, possession or use of a controlled substance is prohibited in the grantee's workplace and specifying the actions that will be taken against employees for violation of such prohibition;
- b) Establishing a drug-free awareness program to inform employees about:
 - 1) The dangers of drug abuse in the workplace.
 - 2) The grantee's policy of maintaining a drug-free workplace.
 - 3) Any available drug counseling, rehabilitation, and employee assistance programs.
 - 4) The penalties that may be imposed upon employees for drug violations occurring in the workplace.

Making it a requirement that each employee engaged in the performance of the grant be given a copy of the statement required by paragraph (a).
- d) Notifying the employee in the statement required by paragraph (a) that, as a condition of employment under the grant, the employee will -
 - 1) Abide by the terms of the statement.
 - 2) Notify the employer of any criminal drug statute conviction for a violation

occurring in the workplace no later than five days after such conviction.

- e) Notifying the agency within ten days after receiving notice under subparagraph (d) (2) from an employee or otherwise receiving actual notice of such conviction.
- f) Taking one of the following actions, within 30 days of receiving notice under subparagraph (d) (2), with respect to any employee who -is so convicted --

1)Taking appropriate personnel action against such an employee, up to and including termination.

2) Requiring such employee to participate satisfactorily in a drug abuse assistance or rehabilitation program approved for such purposes by a Federal, State, or local health, law enforcement, or other appropriate agency.

Making a good -faith effort to continue to maintain a drug-free workplace through implementation of paragraphs (a), (b), (c), (d), (e), and (f) above.

BUY AMERICA ACT

The State will comply with the provisions of the Buy America Act (23 USC 101 Note) which contains the following requirements:

Only steel, iron and manufactured items produced in the United States may be purchased with Federal funds unless the State can show that such domestic purchases would be inconsistent with the public interest; that such materials are not reasonably available and are of an unsatisfactory quality; or that inclusion of domestic materials will increase the cost of the overall project contract by more than 25 percent. Clear justification for the purchase of non-domestic items must be in the form of a waiver request submitted to and approved by the Secretary of Transportation.

CERTIFICATION REGARDING LOBBYING:

Certification for Contracts, Grants, Loans, and Cooperative Agreements

The undersigned certifies, to the best of his or her knowledge and belief, that:

(1) No Federal appropriated funds have been paid or will be paid, by or on behalf of the undersigned, to any person for influencing or attempting to influence an officer or employee of any agency, a Member of Congress, an officer or employee of Congress, or an employee of a Member of Congress in connection with the awarding of any Federal contract, the making of any Federal grant, the making of any Federal loan, the entering into of any cooperative agreement, and the extension, continuation, renewal, amendment, or modification of any Federal contract,

grant, loan, or cooperative agreement.

(2) If any funds other than Federal appropriated funds have been paid or will be paid to any person for influencing or attempting to influence an officer or employee of any agency, a Member of Congress, an officer or employee of Congress, or an employee of a Member of Congress in connection with this Federal contract, grant, loan, or cooperative agreement, the undersigned shall complete and submit Standard Form-LLL, "Disclosure Form to Report Lobbying," in accordance with its instructions.

(3) The undersigned shall require that the language of this certification be included in the award documents for all sub-award at all tiers (including subcontracts, subgrants, and contracts under grant, loans, and cooperative agreements) and that all subrecipients, shall certify and disclose accordingly.

This certification is a material representation of fact upon which reliance was placed when this transaction was made or entered into. Submission of this certification is a prerequisite for making or entering into this transaction imposed by section 1352, title 31, U.S. Code. Any person who fails to file the required certification shall be subject to a civil penalty of not less than \$10,000 and not more than \$100,000 for each such failure.

CERTIFICATION REGARDING DEBARMENT AND SUSPENSION:

In accordance with the provisions of 49 CFR Part 29, the State agrees that it shall not knowingly enter into any agreement under its Highway Safety Plan with a person or entity that is barred, suspended, declared ineligible, or voluntarily excluded from participation in the Section 402 program, unless otherwise authorized by NHTSA. The State further agrees that it will include the following clause and accompanying instruction, without modification, in all lower tier covered transactions, as provided by 49 CFR Part 29, and in all solicitations for lower tier covered transactions.

Instructions for Certification

1. By signing and *submitting this proposal, the prospective lower tier participant is providing the certification set out below.
2. The certification in this clause is a material representation of fact upon which reliance was placed when this transaction was entered into. If it is later determined that the prospective lower tier participant knowingly rendered an erroneous certification, in addition to other remedies available to the Federal government, the department or agency with which this transaction originated may pursue available remedies, including suspension and/or debarment.
3. The prospective lower tier participant shall provide immediate written notice to the person to which this proposal is submitted if at any time the prospective lower tier participant learns that its certification was erroneous when submitted or has become erroneous by reason of changed

circumstances.

4. The terms covered transaction, "debarred," "suspended," "ineligible," "lower tier- covered transaction," "participant," "person," "primary covered transaction," "principal," "proposal," and "voluntarily excluded," as used in this clause, have the meanings set out in the Definition and Coverage sections of 49 CFR Part 29. You may contact the person to whom this proposal is submitted for assistance in obtaining a copy of those regulations.

5. The prospective lower tier participant agrees by submitting this proposal that, should the proposed covered transaction be entered into, it shall not knowingly enter into any lower tier covered transaction with a person who is debarred, suspended, declared ineligible, or voluntarily excluded from participation in this covered transaction, unless authorized by the department or agency with which this transaction originated.

6. The prospective lower tier participant further agrees by- submitting this proposal that it will include this clause titled "Certification Regarding Debarment, Suspension, Ineligibility and Voluntary Exclusion -- Lower Tier Covered Transaction," without modification, in all lower tier covered transactions and in all solicitations for lower tier covered transactions.

7. A participant in a covered transaction may rely upon a certification of a prospective participant in a lower tier covered transaction that it is not debarred, suspended, ineligible, or voluntarily excluded from the covered transaction, unless it knows that the certification is erroneous. A participant may decide the method and frequency by which it determines the eligibility of its principals. Each participant may, but is not required to, check the Non-procurement List.

8. Nothing contained in the foregoing shall be construed to require establishment of a system of records in order to render in good faith the certification required by this clause. The knowledge and information of a participant is not required to exceed that which is normally possessed by a prudent person in the ordinary course of business dealings.

9. Except for transactions authorized under paragraph 5 of these instructions, if a participant in a covered transaction knowingly enters into a lower tier covered transaction with a person who is suspended, debarred, ineligible, or voluntarily excluded from participation in this transaction, in addition to other remedies available to the Federal government, the department or agency with which this transaction originated may pursue available remedies, including suspension and/or debarment.

CERTIFICATION REGARDING DEBARMENT, SUSPENSION, INELIGIBILITY AND VOLUNTARY EXCLUSION -- LOWER TIER COVERED TRANSACTIONS:

1. The prospective lower tier participant certifies, by submission of this proposal, that neither it nor its principals is presently debarred, suspended, proposed for debarment, declared ineligible, or voluntarily excluded from participation in this transaction by any agency.

2. Where the prospective lower tier participant is unable to certify to any of the statements in this certification, such prospective participants shall attach an explanation to this proposal.

MINORITY BUSINESS ENTERPRISE REQUIREMENTS:

In accordance with the provisions of 49 CFR Part 23, the State agrees to abide by the following statements, and shall ensure that these statements are included in all subsequent agreements and/or contracts assisted by Section 402 funds:

It is the policy of the Department of Transportation that minority business enterprises, as defined in 49 CFR Part 23, shall have the maximum opportunity to participate in the performance of contracts financed in whole or in part with Federal funds under this agreement. Consequently, the MBE requirements of 49 CFR Part 23 apply to this agreement.

The recipient or its contractor agrees to ensure that minority business enterprises as defined in 49 CFR Part 23 have the maximum opportunity to participate in the performance of contracts and subcontracts financed in whole or in part with Federal funds provided under this agreement. In this regard, all recipients or contractors shall take all necessary and reasonable steps in accordance with 49 CFR Part 23 to ensure that minority business enterprises have the maximum opportunity to compete for and perform contracts. Recipients and their contractors shall not discriminate on the basis of race, color, national origin, or sex in the award and performance of DOT-assisted contracts.

ENVIRONMENTAL IMPACT

The Governor's Representative for Highway Safety has reviewed the State's Fiscal Year highway safety planning document and hereby declares that no significant environmental impact will result from implementing this highway safety plan. If, under a future revision, this Plan will be modified in such a manner that a project would be instituted that could affect environmental quality to the extent that a review and statement would be necessary, this office is prepared to take the action necessary to comply with the National Environmental Policy Act (42 USC 4321 et seq.).

Governor's Representative for Highway Safety

Date

**State of Wisconsin
Bureau of Transportation Safety**

Public Information and Education Work Plan

2003-2004

COORDINATION HIERARCHY for PUBLIC INFORMATION

Media Events and Media Releases

- See Calendar
- See WisDOT Calendar
- See WI State Patrol Calendar
- See DH&FS Calendar

State Agencies

- Wisconsin State Patrol
- WI Department of Health & Family Services
- WI Department of Public Instruction

Traffic Safety Advocates and Partners

- Safe Communities Coalitions
- WHSCA
- WAWHSL
- WICOP
- WI Sheriffs and Deputy Sheriffs
- Badger Sheriffs
- WTSOA
- WDTSEA
- AAA
- MADD
- WI Safe Kids
- WATS
- Medical Society of WI

Associations, Trade Groups

- Tavern League of WI
- WI Council on Safety

Targeted Populations and Locations

- Sports arenas, stadiums
- Concert Venues
- Fleets – public and private

STRATEGIC PLAN for PUBLIC INFORMATION ACTIVITIES

Vision: A limited number of highly effective program-related messages and activities recognized by the target audience and integrated into their social universe.

Goal: Information -Create general public awareness of the size and nature of the problem of traffic-related injuries

Goal: Information - Improve public knowledge about unsafe driving behaviors and their consequences

Goal: Information - Create awareness of and access to BOTS-sponsored programs and activities.

Goal: Information - Create awareness of risk of negative consequences.

Goal: Motivation to Change – Motivate audiences to minimize risk of negative consequences.

Tactic: All public information activities must be integrated with other strategies supporting programs and must be demonstrated to add to the effectiveness of the program.

- No stand-alone messages or campaigns.
- Integration of strategies at the community level will be required of all Safe Communities

Tactic: Distribute traffic safety messages broadly.

- Adopt a new, comprehensive publicity model for all large-scale public information programs, making greater use of state agencies, partners and the private sector to ensure multiple exposures to safety messages.
- Involve all state and local program coordinators and law enforcement liaisons in development and implementation of the model in order to disseminate traffic safety messages as widely and in as many venues as possible.
- Plan for the multiple message exposures required for information acquisition.

Tactic: Segment population and identify priority target audiences for safety messages.

- Baseline and periodic Knowledge/Attitude/Behavior Surveys
- Baseline and periodic Observational Surveys
- Obtain PR audience segmentation information
- Organize Focus Groups of target market individuals and of those who interact with them

Tactic: Identify target market motivators for behavior change

- Organize Focus Groups of target market individuals and of those who interact with them
- Work with Safe Communities and other local coalitions on understanding of social mores and social more change strategies

Tactic: Selection of media and messengers appropriate to target audience

- News consumption, periodicals, other sources of information
- Identification with individuals, professions, etc.

Tactic: Selection of Earned Media vs. Paid Media depends upon value added to program.

- Follow NHTSA "Guidance for Using Federal Safety Funds for Purchasing Advertising for Highway Safety Messages." February 2002.
- Identify types of earned media before placement of messages.

PROGRAM ACTIVITIES

Management: The Communications Program Manager will assist each program specialist in the development of communications strategies, educational materials and marketing or social marketing techniques. In addition, the Communications Manager will arrange for the dissemination of information about traffic safety issues, programs and techniques by means of media releases, print newsletters and Internet publications, and by coordination of state safety conferences and advocacy group meetings.

Communications/Education/ Marketing: Effective information dissemination and marketing creates an awareness of the issues and furthers the principles of traffic safety in all arenas. PI&E is intended to be an integral part of each program activity and will be evaluated as a contributing factor to the program's success. Our "toolbox" of strategies include, but are not limited to, advertising, media programming, media relations, information programming, training and development, advocacy leadership, response feedback, special events, promotional items, product marketing and testimonials.

Mass Media: Education alone is ineffective at best; it can even increase the risk, according to a May 2001 article in the Insurance Institute's Status Report. A recent literature review of the assumptions, premises and results of 25 years of traffic safety communications campaigns provided little evidence to support implementation of "mass media only" programs to modify negative traffic safety behaviors. (Iowa State U, 1999). Mass media alone can introduce broad health promotion concepts and accurate information on safe traffic measures, but they do not produce significant changes in attitudes and values on social issues or adoption of preventive behaviors such as seat belt use.

Enforcement Mobilizations: Perception of risk through effective mass media techniques has been shown to improve the immediate and long-term effectiveness of enforcement campaigns. Improved traffic safety laws, with publicity and education, can change behavior. The "Elmira" model of waves of publicity and enforcement has shown success for more than 20 years. Thus, all Wisconsin enforcement activities will include a publicity campaign that precedes the activity and has a message relating to the presence of enforcement patrols and their immediate, high-probability consequences, whether the patrols occur in waves or as a general deterrence activity.

Communications/Education/ Marketing:

Effective information dissemination and marketing creates an awareness of the issues and furthers the principles of traffic safety in all arenas. PI&E is intended to be an integral part of each program activity and will be evaluated as a contributing factor to the program's success. Our "toolbox" of strategies include, but is not limited to, advertising, media programming, media relations, information programming, training and development, advocacy leadership, response feedback, special events, promotional items, product marketing and testimonials.

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Mass media can introduce broad health promotion concepts and accurate information on traffic measures; i.e., mass media can provide information to those ready, willing and able to receive that information. In conjunction with other program elements, mass media may be able to achieve lasting attitudinal and

behavior change. Some behavior changes have been demonstrated when media are combined with other community components. Ideally, the community program will consist of an integrated set of approaches involving mass communication, face-to-face program element, community action and small-scale education activities.

Education of the public and advocacy groups has helped enact legislation and transmitted knowledge about the provisions and penalties of laws in ways that increase their deterrent effect, and has generated public support for law enforcement programs.

Integrated Campaigns: Information campaigns will use multiple media wherever appropriate and will combine mass media with community, small group and individual activities. PSA's will be de-emphasized in favor of use of earned media, target group newsletters, etc. to direct messages to the target, secondary targets or opinion leaders.

Marketing: PI&E programs are more effective if marketing techniques are adopted: these include research, positioning, message design, testing and evaluation. The sophistication of today's highway safety consumer demands the use of social marketing principles to effectively reach our audiences.

Effective social marketing techniques to develop information and education programs will be used in tandem with enforcement, engineering, education and emergency medical services. "Branding," or repetition of a single message, permits consumers to readily recognize the source, creating awareness of the issue/problem.

Targeting/ Segmentation: The programs which reach the population "segments" identified with a message they will receive – not what we "think" they want to hear. BOTS will incorporate targeting into its overall activities by creating primary target profiles for each activity undertaken, selecting the easiest to reach or most at risk markets, with clear segment specific objectives.

Targeting programs, activities and messages requires the highway safety professional to achieve the cultural competence of his social science and public health counterparts. Messages that are based purely on demographic factors are not so successful as those that incorporate the message into the entire psychosocial context in which the target group operates. This requires a grounding in cultural norms other than those of the public safety professional or of the predominant culture.

To achieve the "right" message, BOTS will incorporate the following in developing PI&E strategies for each of the highway safety program areas:

1. Identify the problem or problems using statistical information available, as well as the perception of our driving public. Perception is reality.
2. Target messages by segmenting the market. There is no such thing as "general audience" today.
3. Establish partnerships or "secondary targets" of those entities that can assist in achieving our goals.
4. Develop the program through use of focus groups and market testing. Make change not noise.
5. Put the strategy into action, positioning the issue, or branding it, using messages the public becomes familiar with, will heighten awareness and are immediately relatable to a specific program.

6. Because social marketing is more than delivering messages via mass media, we will continue to develop innovative methods using the marketplace of ideas and be prepared to change ourselves in the process. Since communication goes both ways, we must answer the question of "What's in it for them?" when developing campaigns.
7. Evaluate the program through administrative methods, evaluate impact on knowledge, attitude and behavior using opinion/perception surveys and marketing surveys, and ultimately perform outcome evaluation of reduction of deaths and injuries resulting from motor vehicle crashes caused by the targeted behaviors.

CONTINUA FOR MICRO LEVEL MANAGERIAL TOOLS

Prone to behave as Desired		Resistant to Behave as Desired
Easy to See or Convey Self Interest	Need to See and Receive Benefits	Can't See and Can't Convey Self Interest or Benefits
Education	Marketing	Law
[-----Continue behavior-----] [-----Change behavior-----]		
no/weak competition	passive/active competition	unmanageable competition

SUMMARY of 2003-2004 PUBLIC INFORMATION PROJECTS

TOTAL BUDGET

OCCUPANT PROTECTION

04-02-02-OP Total Budget \$100,000

Message: Buckle Up or Pay the Price

Selected media: TV and Radio PSA's

Target Audience(s): General Public

Year Introduced: 2003

Budget -----

Paid Media \$50,000

New materials \$

Duplication \$

Estimated Earned Media \$

Message: Stay in the Game, Buckle Up

Selected media: TV and Radio PSA's, Print materials, Trinkets

Target Audience(s): Youth

Year Introduced: 2001, 2002

Budget -----

Paid Media \$ 0

New materials \$ 0

Duplication \$50,000

Estimated Earned Media \$

04-02-09-157OP Total Budget \$300,000

Message: Buckle Up or Pay the Price

Selected media: TV and Radio PSA's

Target Audience(s): General public

Year Introduced: 2003

Budget -----

Paid Media \$200,000

New materials \$

Duplication \$100,000

Estimated Earned Media \$

ALCOHOL COUNTERMEASURES

04-41-01-J8 Total Budget \$213,950

Message: Over the Limit, Under Arrest

Selected media: TV and Radio PSA's

Target Audience(s): General Public; , 21-34 y/o males/ those who influence them

Year Introduced: 2003

Budget -----

Paid Media \$200,000

New materials \$
 Duplication \$ 13,950
 Estimated Earned Media \$

04-03-04-164AL Total Budget \$275,000

Message: Safe Ride Message
 Selected media: To be selected by ad agency
 Target Audience(s): Bar Patrons, 21-34 y/o males/ those who influence them
 Year Introduced: 2003

Budget -----

Paid Media \$
 New materials \$275,000
 Duplication \$
 Estimated Earned Media \$
 Source(s): local Tavern leagues

YOUTH ALCOHOL/HIGHWAY SAFETY

04-09-04-157OP Total Budget \$200,000

Message: Buckle Up or Pay the Price (may be more narrowly targeted)
 Selected media: To be determined
 Target Audience(s): 15-24 year olds
 Year Introduced: 2003

Budget -----

Paid Media \$ 0
 New materials \$200,000
 Duplication \$ 0
 Estimated Earned Media \$
 Source(s): local sources

04-41-06-J8 Total Budget \$83,300

Message: Various messages, new community message to be developed
 Selected media: Video PSA, print posters & brochures, purchased resources
 Target Audience(s): 15-24 year olds
 Year Introduced: 1998

Budget -----

Paid Media \$ 0
 New materials \$ 0
 Duplication \$ 15,000
 Estimated Earned Media \$
 Source(s): local sources

04-44-01-JX Total Budget \$112,000

Message: Various messages, new community message to be developed
 Selected media: Video PSA, Print posters, brochures, purchased resources
 Target Audience(s): 15-24 year olds
 Year Introduced: 1998

Budget -----
 Paid Media \$ 0
 New materials \$ 102,000
 Duplication \$ 10,000
 Estimated Earned Media \$
 Source(s): local sources

POLICE TRAFFIC SERVICES

04-04-02-PT Total Budget \$ 50,000

Message:
 Selected media: Print posters, brochures, citation holders
 Target Audience(s): General public
 Year Introduced:
 Budget -----

Paid Media \$
 New materials \$
 Duplication \$
 Estimated Earned Media \$
 Source(s):

EMERGENCY MEDICAL RESPONSE

04-06-01-EM Total Budget \$50,000

Message: Road Warriors, A TIP from EMS,
 Selected media: Video, Print brochures, posters
 Target Audience(s): Emergency responders, HS Students, general public
 Year Introduced: 1991, 1996
 Budget -----

Paid Media \$ 0
 New materials \$ 30,000
 Duplication \$ 25,000
 Estimated Earned Media \$
 Source(s): Local

MOTORCYCLE SAFETY

04-03-04-164AL Total Budget \$30,000

Message: Ride Smart, Ride Sober, Get Trained
 Selected media: Print brochures, posters
 Target Audience(s): Riders, Students, General Public
 Year Introduced: 2002
 Budget -----

Paid Media \$ 0
 New materials \$ 0
 Duplication \$30,000
 Estimated Earned Media \$

Source(s):

PEDESTRIAN, BICYCLE, PUPIL TRANSPORTATION SAFETY

04-09-01-PS Total Budget \$70,000

Message: Safe behaviors for targeted age bicyclists and pedestrians,
parents, educators, school bus drivers; responsibilities and strategies for motorists
Selected media: Video, Print brochures, booklets, curriculum packages, trinkets
Target Audience(s): Children, parents, educators, motorists, Spanish, Khmer
Year Introduced: 1990-1995

Budget -----

Paid Media \$ 0
New materials \$ 0
Duplication \$ 70,000
Estimated Earned Media \$
Source(s): local

461 STATE Total Budget \$10,000

Message: Bicycle laws
Selected media: Print brochures, fact sheets
Target Audience(s): H.S through Adult
Year Introduced: 1985 and updated as needed

Budget -----

Paid Media \$ 0
New materials \$ 0
Duplication \$ 10,000
Estimated Earned Media \$
Source(s): local

CORRIDOR/COMMUNITY TRAFFIC SAFETY

04-10-04-CP Total Budget \$40,000

Message: Various, general highway safety issues, not program-related
Selected media: Radio PSA's, Print brochures
Target Audience(s): General public
Year Introduced: Various, beginning 1995

Budget -----

Paid Media \$ 0
New materials \$ 0
Duplication \$40,000
Estimated Earned Media \$
Source(s):